

REQUEST FOR PROPOSAL

December 30, 2015

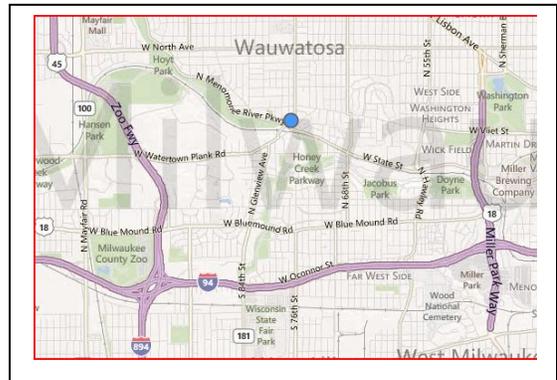
WAUWATOSA, WISCONSIN COMMUNITY DEVELOPMENT AUTHORITY “REMNANT FIRE STATION PARCEL”

The Wauwatosa Community Development Authority hereby solicits proposals to purchase and redevelop Authority owned property located at 1463 Underwood Avenue in the City of Wauwatosa’s Village Business Improvement District (the Village.) Proposals including mixed-use development are strongly encouraged. Ideas should complement the historic nature of the Village.

Site Description:

The property is a prime development site in the heart of the Village Business District. The site has been identified as a key property for redevelopment in “The Village of Wauwatosa – A Strategic Development Plan.” The lot size is **approximately** 140 by 135 feet. The property is a vacant parcel that remains following construction of Fire Station Number One and zoned C1. The property is also located within Tax Increment District 11. A project plan is also available upon request.

The site is vacant and will be sold in its “as is, where is” condition.



Property Condition:**Environmental Status:**

The City of Wauwatosa engaged AECOM and Balestrieri to conduct an environmental study and abatement of hazardous materials in the former fire station structure. Arrangements can be made to review Engineering File Number 09-75 during normal City of Wauwatosa office hours (8:00 a.m to 4:30 p.m.)

The Authority and/or the City of Wauwatosa make no representation concerning findings, information or opinions in the environmental reports.

Proposal Features Detailed in “The Village of Wauwatosa – A Strategic Development Plan”:

- Mixed uses
- Concealed parking
- An expanded site
- Dedication of land for minor street widening and intersection alignment. (Please note, a Village Streetscape Project that includes reconstruction of certain streets and right-of-ways within the Village is underway. Projects should take into consideration modifications that may be planned for intersections within the vicinity of the parcel. Contacting the City of Wauwatosa’s Engineering Department for detailed plans is recommended.)
- Scale consistent with buildings in the Village

Evaluation Criteria:

The Wauwatosa Community Development Authority invites you to purchase and redevelop the site for a business use consistent with adjacent developments and the newly adopted “The Village of Wauwatosa – A Strategic Development Plan.” The Wauwatosa Community Development Authority will evaluate proposals based upon the following criteria, which are not listed in order of importance:

- Experience of developer
- Professional and technical competence of the developer
- Financial strength of developer
- Most appropriate use for the site
- Ability to work within the requirements of C1 zoning
- Best design for the site including architecture, circulation, parking, landscaping, signage, and density
- Magnitude of private and public investment to develop the property

- Past experience of the developer to achieve productive relationships and communicate effectively with nearby property owners, especially residential owners through the development process
- Estimated property tax revenue (value density) generated by the project. (Tax exempt entities will be required to provide a payment in lieu of taxes.)
- Ability to provide public parking
- Ability to generally exhibit the features in “The Village of Wauwatosa – A Strategic Development Plan”
- Number of jobs created, directly or indirectly, and the type of job (e.g., temporary, full-time, type, etc.)
- Anticipated participation with women and minority owned businesses
- Project completion schedule
- Dollar offer to purchase site

Special Considerations:

Although not in an historic district, the parcel is located adjacent to the Church Street Historic District. When designing your project, care and consideration should be given to the properties that are adjacent to the parcel.

Your agreement with stakeholders should be forged in the earliest phase of your project. Your project should be in harmony with the community, and it should preserve aesthetic, and historic values of the area (i.e., context-sensitive design).

Proposal Requirements:

Cover Letter:

The cover letter, signed by an authorized representative of the proposing firm, must contain a commitment to construct what is proposed in the submission. Each proposal must indicate a return mailing address, contact person with his/her telephone number and email address. The cover letter may also contain pertinent facts or details of the proposal which the proposer desires to emphasize.

Development Team Members, Organization, and Qualifications:

Provide an organizational chart identifying all team members and their reporting relationships and identify the contractual structure of the proposer (e.g., joint venture, partnership, etc.), percentage of ownership and responsibilities.

Provide qualifications and specialized experience of the firm(s) and key development staff to be involved in the purchase and redevelopment of the property:

- Describe current and previous experience on similar projects (completed within the last five years), including relevant experience in design and implementation of developments similar to the development proposed.
- Provide references including client name, address, and telephone number.
- Include current resumes of each team member and current resumes for key individuals with project responsibility.

Proposed Use and Concept Design:

The proposal must include the following:

- A detailed breakdown of the project components by square footage and units or rooms for different uses.
- A list of special features and amenities.
- A proposed site plan at a scale of 1" = 100 feet and a density summary.
- Elevations of proposed structures with a detailed description of the palette of building materials and landscape materials with photographs of representative examples.
- Proof of site control if proposal includes development on parcels in addition to the "Remnant Fire Station Parcel."

Budget and Financing:

- Provide a detailed project budget, including sources and uses.
- Submit project pro forma including, if applicable, a summary of the projected rents and rental terms must also be included.
- Submit evidence of the capacity to secure equity capital and construction financing for the project.
- If assistance from the City of Wauwatosa is listed as a source of funds, detailed assumptions should be included and conform to the City's Economic Development Investment Policy. . Preference will be given to proposals which require assistance no more than 20% of total project costs and assistance in the form of a municipal revenue obligation (developer funded) with no interest costs added as a part of the assistance.

Development Schedule:

Present a complete development schedule for the project including approvals, construction, marketing, and absorption of the buildings proposed. Include detail on phasing, if applicable. Development schedule should also include outreach to neighbors.

Confidentiality:

With respect to confidentiality, prospective developers may designate proprietary information contained in proposals as confidential subject to the Wisconsin Public Records Law. Clearly mark such information as confidential.

Additional Comments:

It is the Developer's responsibility to ensure that appropriately sized utilities are available to serve the site. Any cost necessary to up-size those utilities should be included in the pro-forma. Contacting the City of Wauwatosa's Engineering Department and Water Utility to confirm existing utilities, in particular water, is recommended.

All proposers are advised that any cost incurred in the preparation, submittal, or negotiation of the proposal is borne exclusively by the proposer. All proposals will become the property of the Wauwatosa Community Development Authority and will not be returned to the proposer.

Maps of the redevelopment parcels can be provided to the proposers upon request. Proposers are hereby notified that all locations and dimensions are approximate.

Selected developers will be responsible for securing building and other required permits and licensing consistent with codes, ordinances, and regulations of the City of Wauwatosa, State of Wisconsin, or other applicable agency

Developer should anticipate entering into a development agreement with the Wauwatosa Community Development Authority and/or the City of Wauwatosa.

The Wauwatosa Community Development Authority reserves the right to negotiate all terms and conditions with all parties, to waive any formalities, to negotiate final costs, to accept the proposal determined to be the most advantageous to the Authority, to reject any or all proposals, to remove the property from the market at any time without advance notice and to continue to market the property to others until the sale of subject parcels is finalized.

All qualified applicants will receive consideration without regard to race, sex, handicap, religion, creed, political affiliation, color, or national origin.

Proposals must be submitted to: City of Wauwatosa Purchasing Department, 7725 W. North Avenue, by 2:00 P.M. on February 3, 2016. Three (3) copies and one (1) unbound copy, as well as one (1) PDF copy on thumb drive, of the proposal must be submitted in a sealed envelope or box clearly marked "Request for Proposal Remnant Fire Station Parcel Proposal." Proposals submitted by email or facsimile transmission will not be accepted.

No brokerage fees will be paid.

The contents of this "Request for Proposal" are for informational purposes only and the representations made herein, though thought to be accurate, are without warranty. Development teams should rely exclusively on their own investigations and analyses.

Questions:

All questions must be in writing and mailed, faxed, or e-mailed to the contact person by not later than January 18, 2016. Responses to questions will be emailed to all interested parties listed on the distribution list to ensure uniformity. Interested parties are not permitted to contact individual City Council members, Community Development Authority members, or other City staff for clarification of

the RFP. Any such contact may disqualify the interested party from evaluation. All inquiries and questions for clarification concerning this RFP should be directed to the following contact person:

Paulette Enders
City of Wauwatosa
Development Director
7725 W. North Avenue, Wauwatosa, WI 53213
Phone: 414-479-3531
E-mail: penders@wauwatosa.net

Attachments:

The following documents are included in the Request for Proposal:

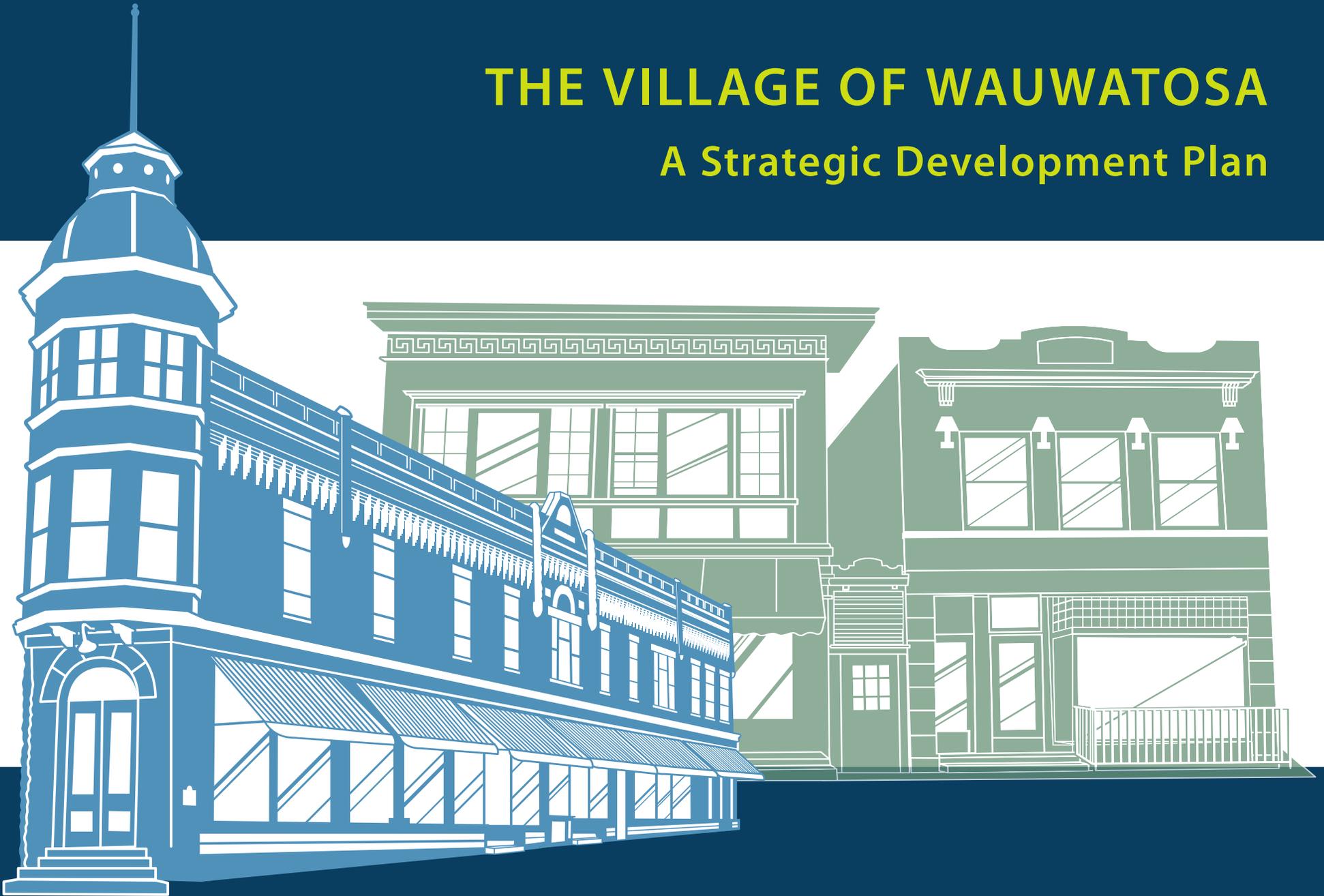
- Current Plat of Survey (CSM Required Prior to Sale)
- “The Village of Wauwatosa – A Strategic Development Plan”
- City of Wauwatosa’s Economic Development Investment Policy

Additional Documentation Available through the Wauwatosa Engineering Division:

- The most recent version of the City of Wauwatosa’s “Village Streetscape Plan” as it impacts the Remnant Fire Station parcel and surrounding area

THE VILLAGE OF WAUWATOSA

A Strategic Development Plan



ACKNOWLEDGEMENTS



We are grateful for the help and friendship of many people during the preparation of this plan. As always, we appreciate the help, insight, and patience of Nancy Welch, Tammy Szudy, and Jen Ferguson of the Community Development Department. We are especially grateful for the dedicated leadership and friendship of Kathy Ehley, Executive Director of the Village BID and the opportunity to think and collaborate with the talented members of our superb planning committee. We thank Mayor Didier and members of the Planning Commission and Common Council for their enthusiasm and appreciation of the importance of this unique district, and everyone who completed the survey, came to a meeting, attended in workshops, or participated in this project in any way. We have truly loved the chance to be part of the Village and the entire Wauwatosa community.

CITY OF WAUWATOSA

Jill Didier, Mayor

Common Council:

Peter Donegan
Linda Nikcevich
Eric Meaux
Kathleen Causier
Tim Hanson
Jacqueline Jay
Dennis McBride
Jill Organ
Bobby Pantuso
Michael Walsh
Brian Ewerdt
Jeffrey Roznowski
Donald Birschel
Cheryl Berdan
Jason Wilke
Craig Wilson

Administration

James Archambo City Manager
Nancy Welch, AICP, Community Development Director
Bill Wehrley, PE, Acting Public Works Director

VILLAGE PLAN COMMITTEE

Co-Chairs:

Committee Members:

RDG Planning & Design

Martin H. Shukert, FAICP
Cory Scott, AICP
Ben Iwen
Sonja Carter



THE VILLAGE OF WAUWATOSA STRATEGIC DEVELOPMENT
PLAN

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INTRODUCTION



A typical summer evening in the Village of Wauwatosa: people of all ages are on the street shopping, strolling, and being part of an urban place made special by its combination of historic architecture and European character. Teenagers cluster around a new yogurt store on Root Common. The historic pedestrian bridge over the rushing Menomonee River is filled with diners at colorful umbrella tables. Bicyclists riding alone, in groups, and in families materialize in the heart of the district along the Oak Leaf Trail. Others join the scene walking in from surrounding neighborhoods. The lights in Hart Park are on, signifying an event -- a ballgame or a concert at the amphitheater. A July evening in the Village of Wauwatosa has a palpable magic that appeals to all ages in a way rarely seen in contemporary American towns and cities. In the words of the great architect and philosopher Christopher Alexander, the Village is a place that exhibits “the quality without a name.”

But unlike many special districts, the Village is also fully integrated into the life and requirements of its surrounding neighborhoods. Restaurants serve both local and regional customers, and many are as much community centers as eating places. The area contains both supermarkets and chain pharmacies that meet routine needs and specialty retailers and services that are distinctive attractions. The diversity of its settings – historic town center, major park and recreational facilities, normal commercial services, heavy industry, churches and hospitals, and increasingly new housing – provides additional dimensions.

Through the enterprise of its businesses and the organizational work of its Business Improvement District, the Village has become an important destination for residents and visitors to the Milwaukee metropolitan area. Its proximity to the Milwaukee Regional Medical Center and the growing research park at the County Grounds, and the availability of new sites in and around this remarkable area open new opportunities as well. But any vital urban district, regardless of its success, must continue to enhance the product that it offers to its customers and constituents. This plan represents a major effort to look at the Village and

its future, to consider ways to both address problems and take advantage of opportunities, and to ensure the Village’s vitality well into the future.

This document provides a coordinated approach to the continued enhancement of the Village, based on the insights and participation of people with the greatest stake in its future – its businesses and residents. It is also cognizant of the fact that progress is based on both small actions and ambitious projects. In a strong district like the Village, small projects that make the experience more comfortable or pleasant for customers can be enormously important, and can create momentum for very large public and private initiatives later on.

The Village Plan is organized into six chapters:

Chapter One considers the historic framework of the district and reviews previous planning efforts. A new plan is stronger if it maintains continuity with ideas that others have had in the past.

Chapter Two examines existing conditions pertinent to the plan, including community character, land and building use, business characteristics, transportation, and parking.

Chapter Three presents an analysis of commercial and residential markets for the Village study area, identifying development potentials for the area.

Chapter Four summarizes the collaborative planning process used to identify goals and priorities for the Village.

Chapter Five presents the plan for the Village, discussing both general principles and concepts and the details of specific projects.

Chapter Six addresses implementation of the plan, considering responsibilities for execution, sequencing of projects, potential costs, and funding sources.

CHAPTER **1** FRAMEWORK





THE HISTORICAL FRAMEWORK

Wauwatosa and the Village that is its historic center, like many towns around the country, grew from the coincidence of water, transportation, and topography. Charles Hart arrived in the City of Milwaukee in 1835 and established his home and sawmill six miles west on the Monomonee River, creating the oldest settlement in today's metropolitan area other than the main city itself. Hart's Mill, as the village was originally named, was reminiscent of a New England village, even including a community green now known as Root Common. By 1851, two important transportation efforts – the Watertown Plank Road, incorporating today's street of the same name along

with Harwood Avenue and State Street, and the Milwaukee and Mississippi Railroad, roughly paralleling this principal east-west route, came to the town, now renamed Wauwatosa, and sparked further development. In 1854, the iconic Little Red Store was built, and has in its 157 year history served as a railroad station, post office, general store, harness shop, and today a visitors' center operated by the city's historical society. Wauwatosa and its town center continued to grow, spurred on by events such as the development of the State Fair Grounds and National Soldiers' Home in the surrounding township and the extension of streetcar service to the Village in 1892. However, the burgeoning district suffered a setback, when a major fire destroyed 13 of its wood frame buildings. In response, Wauwatosa created a fire department, required that all buildings be masonry, and incorporated as a city to issue bonds to redevelop its center – three momentous actions that determined the future course of the Village.

One of the first fruits of this reconstruction effort was the Dittmar-Robertson Building (Robertson Ace Hardware), built in 1897 and remarkably in the same use today, 114 years later. Robertson Hardware celebrated its ninetieth year in business in 2011. In 1899, the Pabst Brewing Company built a saloon in the form of a medieval castle on the northeast corner of Harwood and State. This iconic building is now the home of Bartolotta's Restaurant. Other major commercial buildings included the Lefeber Brothers Department Store, the Village's major commercial anchor, built in 1906, closed in 1958 as a result of competition from Mayfair, and destroyed by fire in 1964. Its site was redeveloped with the mixed use project housing Noodle's restaurant, offices, and apartment units, developed in 2001.

As the City of Wauwatosa grew almost fourfold to a population of about 21,000 during the 1920s, commercial development began to decentralize as well. State Street east of the core developed in a linear form with automobile-oriented businesses, a pattern that has persisted to the present. With the increasing popularity of the car, the traditional Village fell victim to two emerging trends: a critical congestion problem as cars were in-



Figure/Ground Diagram of the Village and surrounding areas.

The high-density, high coverage buildings of the Village Core give way to the more dispersed pattern of small commercial structures along the State Street corridor, which in turn change to much larger footprints in the auto-oriented and industrial eastern part of the study area.



Transit Service in Milwaukee

Extent of transit network in 1917 (far left) and 1938. Red lines display the streetcar (fixed rail) network. Service along the Wells Street line (photo above, with a car stopped at Wauwatosa Station) ended in 1958.

● Village study area



Development Eras in the Village.

From top: Lefebvre Bros. Department Store, built in 1906 and a district anchor until its closure in 1958; auto-oriented development in the State Street corridor east of the Village Center in the late 1920s; the Village Core looking toward the Pabst (Bartolotta's) Building in the late 1940s.



The Village adapted. Top from left: The Dittmar-Robertson building, as beautiful today as in 1897; the original Pabst Saloon, now Bartolotta's, famous throughout the Milwaukee area; contemporary mixed use development adapting historic form and patterns where Lefebre and Bros. once stood. Below: Use of the historic Harwood bridge as a place for people.



roduced into the tight urban fabric of Harwood Avenue, the railroad crossing and the Village center; and competition from auto-oriented commercial growth, most notably Mayfair Mall which originally developed during the 1950s. The city responded by developing public parking such as the Blanchard Street parking lots in 1952, but these efforts did not reverse the trends. In 1958 Lefebre's closed and new development focused more on offices and services than new retailing. During the 1970s, planning began for the Harmonee Avenue bypass, providing a grade separated crossing over the railroad and a route around rather than through the congested center of the Village.

The 1990s and 2000s brought both a greater appreciation for the urban qualities of the Village and brought new investments and businesses that restored life to the traditional town center. These decades also saw changes that brought additional business, including community commercial development in the "auto-corridor" along State Street and the emergence of major housing development on former industrial sites. Finally, the Village established an organizational and promotional infrastructure by creating a Business Improvement District (BID). Together, these events took an area that most believed was in serious and perhaps irre-



versible decline, and turned it into the vital and pulsing nucleus of a community. The basic goal of this plan is to make sure that it stays that way, and indeed becomes even stronger and better for citizens of Wauwatosa and the region.

PREVIOUS PLANNING EFFORTS

The City of Wauwatosa and surrounding neighborhoods have recognized the critical importance of the Village over the last 25 years, beginning with a major redevelopment study as early as 1977. It is both interesting and useful to revisit past thinking about the Village, and identify lessons that help craft a new plan for the next ten to fifteen years. This section considers these documents from both historical and planning perspectives.



Blanchard Street Redevelopment.

Concept for the Blanchard Street parking lot and surrounding property from a development plan for the Village prepared by Masters of Planning students at UWM in 2008.

EAST STATE STREET REDEVELOPMENT PLAN (1997)

This study, executed by Johnson, Johnson, and Roy for the Wauwatosa Economic Development Corporation, fulfilled the Strategic Plan Committee’s recommendation of a feasibility study for reuse of the River Parkway frontage and included the entire State Street corridor east of 74th Street. Major recommendations included:

- Residential redevelopment of the transitional area between the Village center and 70th with urban scale development.
- Retail redevelopment of the west side of 70th, with expanded free-standing commercial around Pick’n Save.
- Improved landscaping and site design, along with expanded retail at the Sentry “big box” site at 68th Street.
- Maintenance and aesthetic enhancements of major industrial uses east of 68th.
- Residential redevelopment of the east entrance area between 60th and 62nd with apartments and townhouses.
- Transit-oriented mixed use development of the River Parkway corridor (including the county maintenance facility) including apartments, townhouses and live-work units, and retail oriented to a light rail station.
- Beautification and landscape of the State Street right-of-way.

VILLAGE BUSINESS IMPROVEMENT DISTRICT MASTER PLAN (2008)

This plan, prepared by Masters of Urban Planning students at the University of Wisconsin-Milwaukee, proposed four overall strategies focusing on the Village center, including:

- A regulatory strategy combining a form-based code based on existing development patterns with a mixed use development ordinance.
- Adoption of design guidelines to govern the siting and appearance of new development.

- Circulation and parking projects, including reopening the Harwood pedestrian bridge “to create a more robust BID;” replacing Root Common and the existing intersection with a large roundabout at Harwood and Wauwatosa; restoring two-way traffic on Harwood north of State; and improving bicycle and pedestrian access.
- Improved marketing tools, wayfinding, and catalytic redevelopment projects, including the Grede Foundry site, and the Blanchard Street lot with adjacent State Street property east to 74th.

ACCOMPLISHMENTS

A number of the projects proposed by these studies have been completed in various forms over the years. The Harmonie Avenue traffic bypass implemented the Barton-Aschman study of 1975, but the Halprin recommendation for an auto-free zone was not executed. Many elements of the JJR East State Street plan have been realized, including commercial projects such as The Outpost at 70th Street, expansion of the Sentry development at 68th, the Reserve and Enclave multifamily projects between 60th and 62nd, and reconstruction and streetscape improvements along State between 60th and 68th, with extension west to the Village core scheduled for 2012. Hart Park has been expanded and improved consistent with the vision of the Strategic Plan Committee.

Other proposals, including changes to traffic patterns, created significant controversy and remain unresolved. However, all of these efforts create a foundation for this comprehensive Village development plan.



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Planning Accomplishments. Many of the recommendations of the Village's planning efforts of the last 35 years have been realized. Clockwise from top left: mixed use redevelopment of the Lefebvre Department Store site, first proposed by the Lawrence Halprin concept plan of 1975 (1); The Outpost natural foods store at 70th and State, realizing the Strategic Land Use Plan Committee's for stronger retailing at the 70th Street intersection (2); the Harmonee Avenue Bridge envisioned in the Barton-Aschman transportation study of 1975 (3); the expansion of Hart Park, proposed by the Strategic Plan Committee in 1994 and being completed in 2011 (4); the Reserve apartments, part of a redevelopment concept in JJR's East State Redevelopment Plan (5); and the pedestrianization of the Harwood Avenue Bridge, proposed as a temporary part of an auto-free zone in the Village pending its replacement, but now an icon of the Village experience. (6)



Still on the Agenda. Far left: The Jacobus Quickflash site, envisioned as a river-oriented entertainment district by the Strategic Plan Committee, proved too impaired for development and is encapsulated by an underused parking lot; Left: The ultimate design and role of Harwood and Root Common, proposed as everything from a restored major street with a roundabout to a mall, remains a source of debate and different opinions.

CHAPTER
2 THE VILLAGE TODAY



The Village is an extremely successful district on many fronts – a great place, a strong economic entity, and an anchor and asset for its surrounding neighborhoods. The ultimate goal of a strategic development plan for the Village is to maintain and advance these attributes. Such a plan begins with understanding the study area as it exists today. This section summarizes facts on the ground by assessing four “environments” that define the quality of the larger District – its character, business, transportation, and parking environments.

THE LAND USE ENVIRONMENT

The relatively large Village study area addressed by this plan goes well beyond the traditional center of Wauwatosa. It includes sub-areas with individual urban design and land use characteristics that together both describe the totality of the Village and help point the way to specific actions. Chapter Five of this plan describes a geographic framework made up of strategy areas that are somewhat different from these character subareas. This current discussion describes areas as they are, which in many cases are defined by barriers that should be bridged. These areas are illustrated on the facing page, and include:

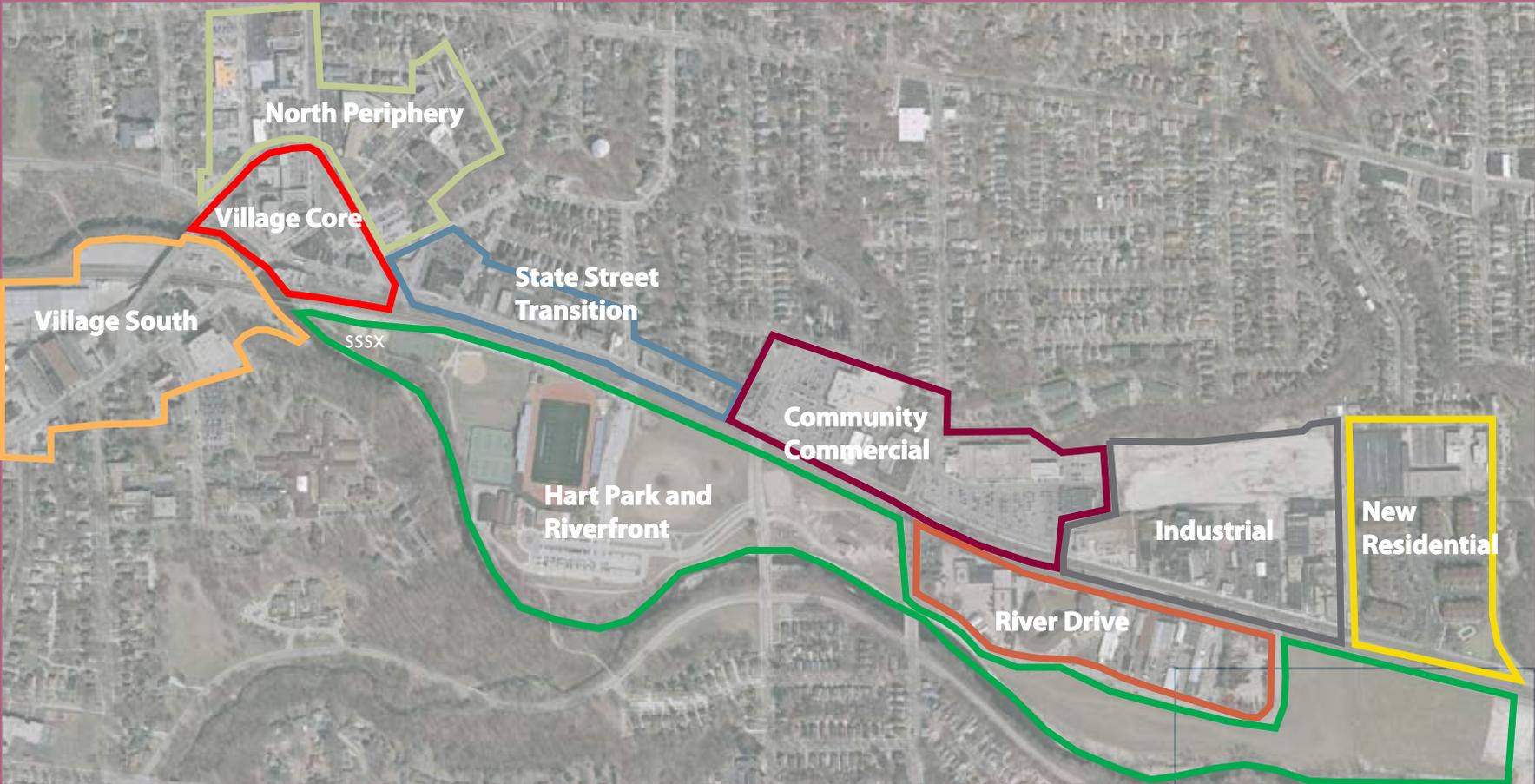
- The Village Core.
- Village South.
- State Street Transition
- Community Commercial
- Major Industrial.
- New Residential.
- River Drive.
- Hart Park and Riverfront.
- North Periphery.

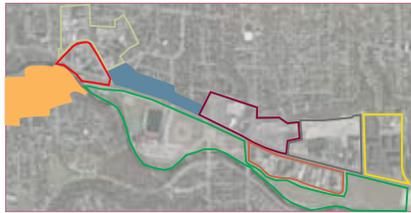
Distinctive features of these subareas are described below.



■ The Village Core

- The traditional town center of Wauwatosa, within a triangle defined by Harmonee and Wauwatosa Avenues and the Menomonee River.
- Dense pattern of street-oriented buildings, many of which are historically significant. Buildings in most cases are built along the street property line. An exception is the Village Faire strip center at the north apex of the triangle.
- Mix of uses include street level restaurants and retailing, upper level residential, and offices. Private parking includes indoor parking with State and Harwood mixed use development; and surface lots serving the Chancery restaurant on the south side of State Street, and the Village Faire lot. Public parking is provided on street, or in lots on the south side of the river.
- Local circulation provided by one-way pair of Harwood Avenue (southbound) and Underwood Avenue (northbound).
- Public open spaces include Root Common, a vestige of an original town common that was bisected with development of the Harmonee Avenue bypass; and the iconic Harwood Avenue pedestrian bridge, once a through street but now used for outdoor dining and pedestrian access only.





Village South

- South extension of (or entrance to) the Village core along Harwood Avenue/Watertown Plank Road, and primary link between the Village and the Milwaukee County Medical Center and County Grounds. Construction of Harmonie Avenue bypass in the 1970s routed traffic around the traditional Harwood corridor, resulting in eventual conversion of historic Harwood bridge to pedestrian use. River, railroad, and lack of direct street access contribute to a sense of separation from the rest of the Village.
- Mix of commercial, residential, and office uses along Harwood including free-standing commercial buildings, some houses converted to office and commercial uses, and remaining single- and multi-family uses. Significant institutional uses, including churches, schools, and Aurora Psychiatric Hospital, primarily campus.
- Includes major parts of Village's parking supply along the river, challenged somewhat by the physical separation from the Core, lack of direct vehicular connection, and difficulty of crossing State Street on foot.
- Little Red House is an icon of the area, and a feature that helps to unify north and south. Excellent trail access on south side of river with Oak Leaf Trail and direct connection to Hart Park.



State Street Transition

- Transitional street-oriented corridor intermediate in character between the fine pedestrian scale of the historic Village core and the larger format commercial development immediately to the east.
- Mix of commercial, residential, and office/trade uses. Dominant commercial uses are restaurants, bars, and service businesses. Residential uses include multi-family buildings and some remaining single-family housing.
- Most retailers are dependent upon on-street parking along both sides of State Street. Corridor segment is separated from Hart Park by the parallel railroad. Grade crossings to the park are provided at 70th and 72nd Streets.
- State Street, a continuous minor arterial connecting Wauwatosa with Downtown Milwaukee, will be rebuilt with a new streetscape in 2011/2012. The segment east of 68th Street was previously completed as a two-lane section with a streetscape featuring new sidewalks and lights.



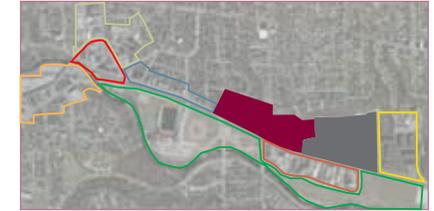
■ Community Commercial

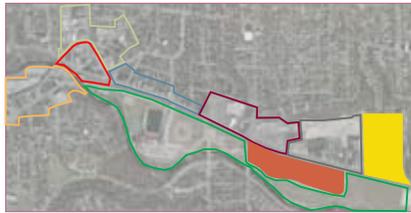
- Automobile-oriented, community scale commercial development on the north side of State, extending from west of 70th to east of 68th Streets.
- Community commercial uses are anchored by three large format food stores: a full-service supermarket (Sentry), a discount supermarket (Pick 'n Save), and a stand-alone natural foods cooperative (The Outpost). Other major features include Walgreen's and Applebee's, and two multi-tenant strip buildings.
- Major buildings are separated from the street by large parking lots. Pedestrian connections to State Street are provided by cross-street sidewalks and a walkway connection to Walgreen's.



■ Major Industrial

- Major manufacturing industries on north side of State Street west of 64th Street, including Grede Foundry and Eckert Door Company. Smaller-scale industrial uses, including multi-tenant, entrepreneurial industrial buildings and contractors' offices and yards, occupy the block east of the foundry.
- After some uncertainty, the future of the subarea's major industry, the foundry, appears secure.
- Industrial and land use change has occurred. A large parcel north of the foundry, once in associated industrial use, is cleared and approved for multi-family development.
- Major manufacturing industries on north side of State Street west of 64th Street, including Grede Foundry and Eckert Door Company. Smaller-scale industrial uses, including multi-tenant, entrepreneurial industrial buildings and contractors' offices and yards, occupy the block east of the foundry.





New Residential

- Major private redevelopment of previous industrial uses north of State between 60th and 62nd includes the 231-unit Reserve apartments, and the current (2011) construction of the Enclave apartments.
- Both residential projects combine surface and covered parking. The Reserve’s three-story buildings with balconies use residential details, including gable roofs and extensive landscaping, to achieve a suburban scale. The Enclave’s buildings are more urban in character.
- This residential area has direct access to State Street from 60th and 62nd. Neither intersection is signalized, and residents reportedly use Martha Washington Boulevard north to Milwaukee Avenue/Vliet Street as a quicker route. This has created some traffic conflict with adjacent single-family neighborhoods.
- Area is adjacent to Hawthorn Glen nature area across 60th Street, and to the Schoonmaker Reef to the west.



River Drive

- Primarily industrial corridor in transition, between the Canadian Pacific Railroad tracks and Menominee River.
- Land uses reflect location in a floodplain between the river and a railroad. Reclassification of the area as a result of upstream stormwater storage and detention improvements will take much of the area out of the floodplain, opening the possibility of new development.
- A major residential development, Hart Park Square senior apartments, is sandwiched between the County Parks maintenance facility and mixed office/industrial/service uses.
- Least intensive land uses include palette and materials storage on the eastern end of the corridor. These parcels are leading areas for redevelopment with the ultimate reclassification of the floodplain.
- South side of River Drive is open space and levee, part of the Monominee floodplain and flood protection system. This status will not change.
- River Drive is a local loop that intersects 68th Street at its west end and outlets to State Street at approximately 64th Street.



Hart Park and Riverfront

- Wauwatosa's major multi-use park and civic recreation facility, including facilities that range from a football stadium, ballfield, tennis courts, senior center, and a new amphitheater.
- Park has gone through a major comprehensive upgrade, including the amphitheater, new river crossings, pathway extensions, and other features. Future projects include a pavilion, playground, and other site enhancements.
- Hart Park is a major activity center that receives heavy use from the surrounding neighborhoods. However, the park is physically divided from both the commercial parts of the Village and residential constituents by the railroad on its north end, and to a lesser degree, the river on the south.
- The park is located along the Oak Leaf Trail and is a central node in that regional trail network. A bridge over the Menomonee south of the football stadium links the park to Honey Creek Parkway and indirectly to Jacobus Park on the south side of the river.
- East of 68th Street, the Monomonee riverfront is largely undeveloped floodplain. This area adjoins the River Drive subarea described earlier.



North Periphery

- Includes areas north of the Village Core and outside the Harmonie/Wauwatosa bypass triangle.
- Mix of commercial, civic, institutional, office, and residential uses on blocks that were once continuous with the core district along Harwood, Wauwatosa, and Underwood Avenues.
- Commercial uses in subarea cluster to the south of the periphery, adjacent to the edge of the core district. These uses report some sense of separation from neighbors in the Village Core.
- Civic uses include four major churches, the new Wauwatosa Fire Station, and several nonprofit organizations. The north segment of historic Root Common appears to be a landscaped front yard for St. Bernard Catholic Church. Multi-family and office development continues north along Harwood Avenue beyond the Wauwatosa Avenue intersection.
- Major redevelopment opportunity is presented on the former fire station site, south of the new fire facility on Underwood Avenue.



THE BUSINESS ENVIRONMENT

- Building Use.** Retail goods and services are concentrated in the Village Core and the Community Commercial subareas, together accounting for about 71% of all retail establishments, 75% of all eating and drinking businesses, and 52% of all services. The State Street Transition area includes most of the rest of the district’s food and drink establishments.
- Small Business Character.** The large Village study area in-

cludes about 126 business establishments. The Village Core, including a number of locally-owned, small businesses, includes about 1/3 of all businesses. It also contains 52% of retailers and 60% of eating/drinking businesses, but occupies about the same gross floor area (GFA) as the Pick ‘n Save Supermarket at 70th and State. The community commercial subarea, with two big supermarket “boxes” (Sentry and Pick ‘n Save) and two small boxes (the Outpost and Walgreen’s stores) contains the largest share of gross commercial space. (Figures 2.2 and 2.3)

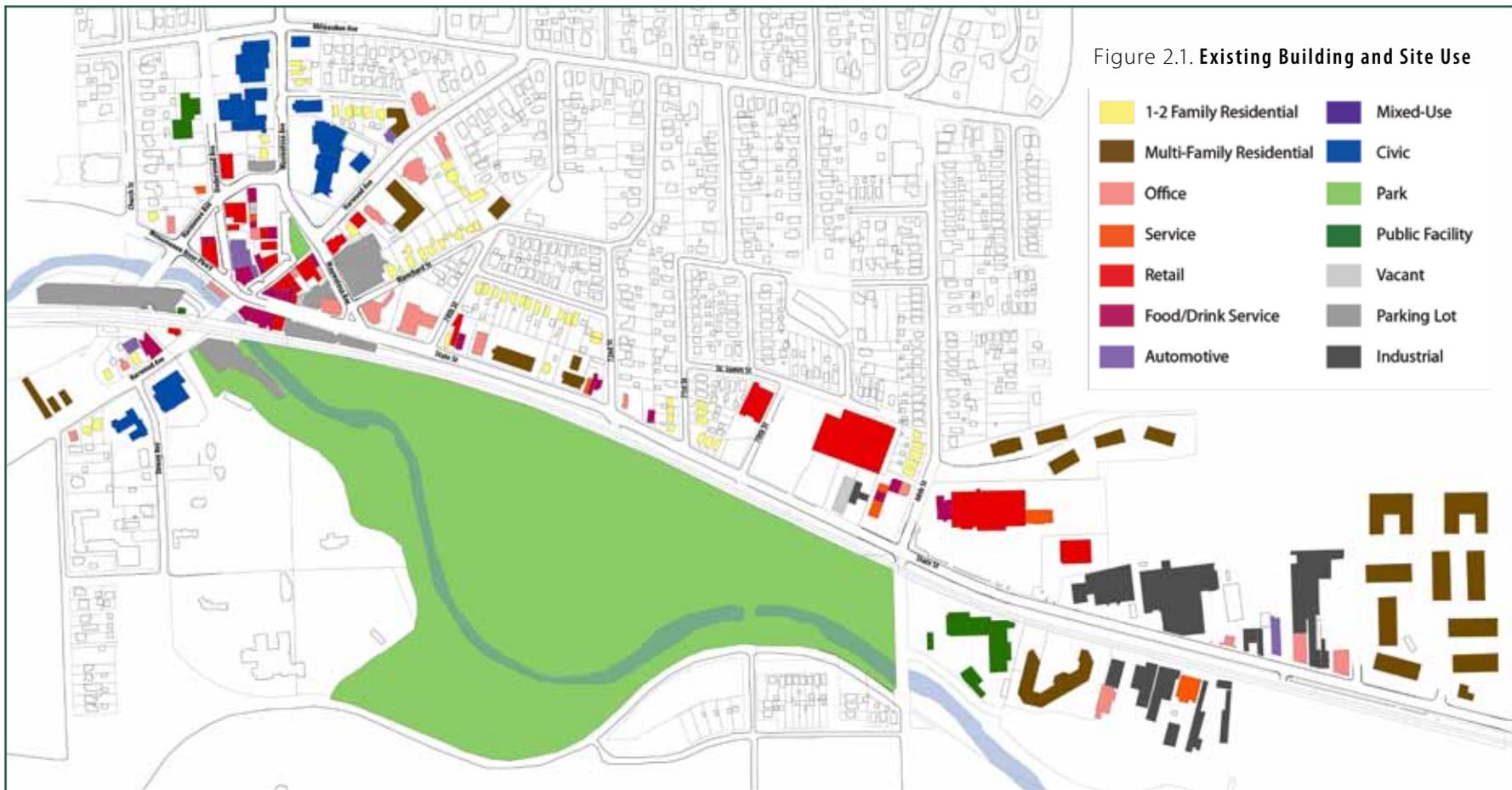


Figure 2.2. Business Establishments by Type and Subarea

	Retail	Eating/Drinking	Services	Automotive	Offices	Industries	Total
Village Core	14	12	4	0	12	0	42
Village South	1	1	1	1	4	1	9
State Transition	1	4	2	0	10	0	17
Community Commercial	5	3	8	0	1	0	17
Industrial	0	0	0	2	0	7	9
River Drive	0	0	1	2	7	3	13
North Periphery	6	0	7	0	5	1	19
Total	27	20	23	5	39	12	126
% of Total Businesses	21.4%	15.9%	18.3%	5.0%	31.0%	9.5%	

Figure 2.3: Percentage of All District Business Types for Subareas

	Retail	Eating/Drinking	Services	Automotive	Offices	Industries	Total
Village Core	52%	60%	17%	0	31%	0	33%
Village South	4%	5%	4%	20%	10%	8%	7%
State Transition	4%	20%	9%	0	26%	0	13%
Community Commercial	19%	15%	35%	0	3%	0	6%
Industrial	0	0	0	40%	0	58%	7%
River Drive	0	0	4%	40%	18%	25%	10%
North Periphery	22%	0	30%	0	13%	8%	7%
Total	27	20	23	5	39	12	126
% of Total Businesses	21%	16%	18%	4%	31%	10%	

- **Business Mix.** The Village business improvement district (BID) and study area boast a well-balanced mix of businesses. Retail (21%), services (18%), and eating/drinking businesses (16%) together make up 53% of the area's business establishments. An additional 31% are office-related, 10% are industrial, and 4% are automotive service establishments. The relatively high proportion of eating establishments establishes

the Village (and especially the Village Core and adjoining areas) as a metropolitan destination.

- **Subarea Personality.** The Village Core, with 62% of its businesses in retailing or hospitality, clearly has the most concentrated commercial character of the subareas. Personal services are more dominant in the "Community Commercial" subarea and North Periphery. While the Village Core has a significant

Figure 2.4: Percentage of Businesses in Subareas by Types

	Retail	Eating/Drinking	Services	Automotive	Offices	Industries	Total
Village Core	33%	29%	10%	0	29%	0	100%
Village South	11%	11%	11%	11%	44%	11%	100%
State Transition	6%	24%	12%	0	59%	0	100%
Community Commercial	29%	15%	47%	0	6%	0	100%
Industrial	0	0	0	22%	0	78%	100%
River Drive	0	0	8%	15%	54%	23%	100%
North Periphery	32%	0	37%	0	26%	5%	100%
Total Businesses	27	20	23	5	39	12	126
% of Total Businesses	21%	16%	18%	4%	31%	10%	

office component, their location in either mixed use projects or on upper levels minimizes their impact on the commercial character of the core. (Figure 2.4) Restaurants and Entertainment. Restaurants and entertainment/hospitality uses occupy an important niche along North Avenue. The street features 18 eating and drinking establishments, with five fast food restaurants, three single item specialty food retailers, and ten are locally-owned, non franchise enterprises offering a wide variety of food and types of operations. In addition, North Avenue features the Rosebud Theater, combining movies, food and drink, and a living room like atmosphere. These businesses together create a vital evening environment along the street.

TRANSPORTATION ENVIRONMENT

- All Roads Lead to the Village.** The Village is a traditional transportation node, the confluence of five regional routes: 84th Street/Glenview Avenue (Wisconsin 181) from the south, Watertown Plank Road/Harwood Avenue from the west, Menomonee River Parkway from the northwest, State Street from the east, and Wauwatosa Avenue (76th Street) from the north. As auto traffic through this node increased, congestion over the old Harwood Avenue Bridge into the Village Core cre-

ated a critical bottleneck. The Wisconsin 181 bypass project of the late 1970s built the new Harmonie Avenue bridge and took regional traffic around the core. While this project addressed congestion issues effectively with the constraints of the district, it created orientation problems and divided parts of the district.

- Continued Importance in the Regional Traffic System.** Developments in the surrounding area means that the Village's traffic system will continue to be an important part of the regional system. For example, Watertown Plank Road is the most direct route between the Village and Milwaukee Regional Medical Center, one of the region's largest employment concentrations. Development of the Milwaukee County Research Park may also have an effect on Watertown Plank/Harwood traffic. Both these major facilities are potential customer bases for the Village.
- Stable Traffic Volume.** Average daily traffic (ADT) at in the area peaks on the Harmonie Avenue Bridge, at about 18,000 vehicles per day (vpd) in 2007. Harmonie's ADT drops to about 13,000 vpd after crossing the State/Menomonee River Parkway intersection. State Street volumes east of the Village are between 9,000 and 10,000 vpd, while traffic on Wauwatosa Avenue north of the Village grows from about 8,200 vpd



Rush Hour at Harmonee and Harwood.

Peak hour volume, tight signal spacing, and inadequate stacking space create peak hour congestion at this intersection.

Transportation in the Village Core

- Arterials
- Collectors
- Trails
- Transit Routes
- 31 Route Numbers

immediately north of the Harmonee Intersection to about 16,000 vpd north of Milwaukee Avenue. These volumes are within the capacity of the district's streets.

- **Traffic Issues.** Traffic issues in and around the Village relate to intersection issues and geometrics more than capacity deficiencies. Major trouble spots include:
 - The Harmonee/Harwood intersection, with insufficient left turn capacity, stacking problems on northbound Harwood and southbound Harmonee, and poor pedestrian access.
 - Harmonee between Menomonee River Parkway and Underwood. The short block and traffic characteristics create stacking problems and require prohibition of left turns during

peak hours.

- State Street between Harmonee and Wauwatosa. Both intersections are signalized, but the intervening intersections with Harwood and Underwood Avenues, in the most pedestrian-dense part of the core, are not controlled. Pedestrians rely on the state law giving them the right-of-way in intersections, but motorist compliance is at best uneven.

- **Public Transportation.** The Village was a transportation node in the days of streetcars and interurbans, and remains an important transit center in 2011. PMilwaukee County Transit's Route 31 provides service to the Village on two alternating routes that serve the Medical Center, Research Park, Mayfair,



Marquette University, and Downtown. The two branches converge at 37th and Highland, and each operates on about 40 to 48 minute headways. Route 67 operates along Glenview and Wauwatosa Avenues on average weekday headways of about 17 minutes, serving the Medical Center, State Fair Park, and Granville Station Shopping Center. Route 76 operates through the study area along 68th Street, and serves State Fair Park, shopping centers on the north and south sides of the city, and West Allis, with typical frequencies of 22 minutes on weekdays. Amtrak's Empire Builder from Chicago and Milwaukee to Minneapolis/St. Paul and the Pacific Northwest also operates on the CP tracks through Wauwatosa, but does not stop.

- **Bicycle Transportation.** The Oak Leaf Trail serves the Village along the south side of the Menomonee River and through Hart Park. The trail crosses the river at Hart Park to Honey Creek Parkway, continuing to the Hank Aaron State Trail and Downtown Milwaukee. To the west, the route crosses the river west of the Village Core, and branches at 92nd Street. The northern branch of the OLT follows the river to Bradley Street, while the south branch continues through County Grounds and connects to the Brookfield Greenway and New Berlin Trails. Bicyclists also use State Street and Milwaukee/Mliet/Highland as major routes to Downtown.

PARKING ENVIRONMENT

- **Parking Supply.** When the private automobile is the principal form of transportation, an adequate and convenient parking supply is vital to business. The overall Village study area has an abundant parking supply, with about 2,300 spaces in all its commercial subareas (with the addition of Hart Park). Within this area, off-street stalls outnumber on-street stalls by about ten to one. Parking within the Village Core, the area's major commercial attraction, makes up only about 15% of the total parking supply.
- **Supply/Demand Balance.** Again, with all districts taken together, the Village has an adequate parking supply. However, significant local issues exist, particularly in the Village Core and the State Street Transition subarea. Specifically:

- Parking in the Core is in relatively short supply. To rectify this shortage, the Core is dependent on public parking on the south side of the river and the public lots on Blanchard Street. Parking in Hart Park also could count toward the Core parking supply. However, people using these parking resources are separated from stores and restaurants in the core by barriers: the river, railroad, and major streets. The most efficient way to add effective core parking is to reduce the impact of these barriers, rather than creating more parking.
- Businesses in the State Street Transition subarea have a relatively low ratio of on- to off-street parking, and most of that parking is controlled by office and multi-family residential uses. This makes many State Street businesses dependent on the continued availability of on-street parking. These businesses are also helped if Hart Park's linear lots along the railroad can be made more accessible.
- **Public Parking.** The Village provides about 318 stalls in public parking lots in or around the Village Core. About 207 of these are on either side of Harwood Avenue south of the river, including 147 in the Little Red Store lot and 60 in the Hart's Mill lot. Of the Red Store spaces, 116 are under or west of the Harmonie Bridge, and are viewed as less attractive by customers. The three-tiered Blanchard lots add 100 stalls, and the small lot at Wauwatosa and Harmonie provides another 11 stalls. The Hart Park linear lots could provide 155 more stalls if made more accessible to core and State Street businesses.



Figure 2.5. Parking Supply in Commercial Subareas

Subarea	Off-Street	On-Street	Total
Village Core	269	77	346
Village South	207	20	227
State Street Transition	189	70	259
Community Commercial	840	38	878
Hart Park	500	0	500
North Periphery	75	0	75
Total	2,080	200	2,280





CHAPTER 3 VILLAGE MARKETS



This section analyzes the market performance and potential of the Village of Wauwatosa study area, examining important factors that can help determine additional business niches and potential for growth. It can help measure project feasibility and guide recruitment and organizational directions for the district. It also tests the reality of various proposals and perceptions about market opportunities in the district.

THE VILLAGE TRADE AREA

GEOGRAPHIC MARKET AREAS

The market analysis begins by defining three concentric trade areas around the Village study area. A “gravity model” analyzes the relationship between the Village trade district and surrounding neighborhoods – that is, the attraction between the business area and surrounding neighborhoods increases when distances decrease. (Figures 3.1, 3.2, and 3.3)

- The **Village trade area** is narrowly drawn around the Village business improvement district and immediately adjacent, primarily residential areas. Its primary purpose is to approximate annual retail sales experienced by the Village. (Figure 3.1)
- The **primary market area** includes areas within about one to two miles of the boundaries of the study area. This trade area is bounded by Center Street on the north, US 41/Sherman Avenue on the east, 122nd Street on the west, and Greenfield Avenue on the south. It incorporates neighborhoods that are likely to use the Village as their local business district. (Figure 3.2)
- The **secondary trade area** includes the surrounding region in the metropolitan area that is likely to patronize the Village and surrounding commercial areas relatively frequently as a destination – a place for food, entertainment, services, and specialty purchases. This trade area is influenced by the location of other destination shopping or hospitality commercial areas in the metropolitan area. (Figure 3.3)

The Village’s reach clearly goes beyond these market area. Customers throughout the region will occasionally visit the Village

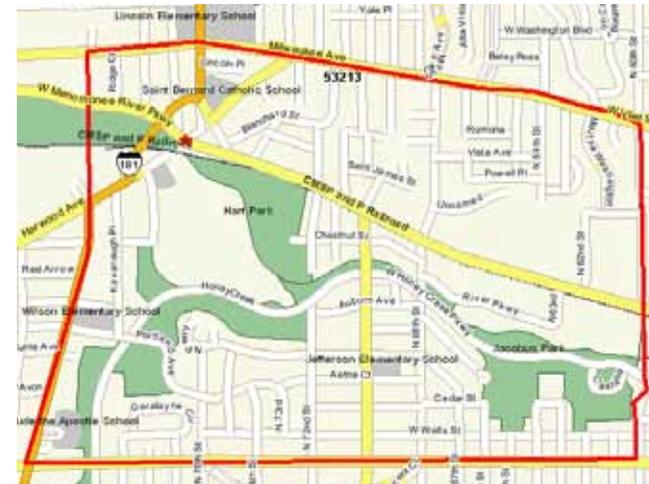


Figure 3.1: Village Analysis Area



Figure 3.2: Primary Analysis Area

for a specific purpose or experience. These areas represent the district’s core customer bases, however, and are useful in understanding the Village’s most reliable markets. They also help understand the markets that the Village most successfully attracts from outside its core customer base. By drawing these analy-

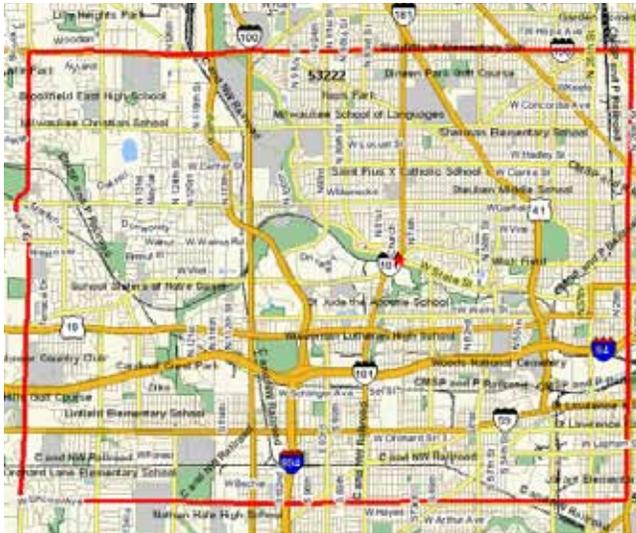


Figure 3.3: Secondary Analysis Area

sis areas boundaries relatively narrowly, we exclude competitive specialty districts and are more able to define the business that the Village attracts from all other parts of the metropolitan area.

TRADE AREA BUSINESS DISTRICTS

The Village study area is very unusual because it fills three separate roles, each speaking to overlapping but somewhat different publics. At one level, its two supermarkets, major natural foods store, chain pharmacy, and strip shops and services, located on State from 70th Street east, fill the role of an auto-oriented commercial corridor serving a surrounding residential region. It also functions as a neighborhood business district for its surrounding neighborhoods, and is, of course, a restaurant, entertainment, and specialty retailing destination for the metropolitan area. Venerable neighborhood businesses like Robertson Hardware, which celebrated its 90th birthday as a neighborhood landmark in 2011, straddle these roles, a neighborhood retailer whose distinctiveness, service, and longevity also makes it a regional destination. Business districts in the immediate area that to some

degree compete with or complement the Village include:

- **North Avenue in East Tosa.** This 16-block linear neighborhood commercial street is the subject of a companion development plan, adopted by the Common Council in 2011. It roughly parallels and is less than a mile north of the Village and, as such, has overlapping customers and interested constituencies. North Avenue has destination retailers and restaurants that resemble some of those in the Village, but includes many more consumer services, automotive businesses, home improvement stores, and miscellaneous retailers than the Village.
- **North Avenue West.** This segment of North Avenue includes a mix of commercial and residential uses in its 86th to 92nd Street segment. The largest retail businesses on this block are a high-quality local grocery store, a garden center, and other restaurants and services. In some ways, this western segment continues the land use patterns and business mix of North Avenue in East Tosa. West of 92nd, North Avenue crosses the Menominee greenway and crosses through a residential zone, with commercial and office patterns resuming closer to the Mayfair district.
- **68th and Wells.** This is a small neighborhood commercial cluster with neighborhood cafes and services at a former streetcar stop, close to and about 0.5 miles south of the Village. This attractive small business district adds diversity and character to its residential area, complementing but not substantially competing with the Village.
- **Mayfair.** The Mayfair district is a major regional retailing corridor along Wisconsin Highway 100, extending over two miles from Burleigh Street to Bluemound Road. The corridor includes Mayfair Mall, Wisconsin's highest volume regional shopping center, and a variety of large format retailers, restaurants, and other services.
- **Downtown West Allis.** The traditional downtown of West Allis extends along Greenfield Avenue from 70th to 76th Streets, about 2.5 miles south of the Village. The district, which has undergone a includes a variety of largely local retailers, services, and restaurants. As a traditional downtown, it is signifi-



Robertson Hardware. Iconic businesses like this long-time store straddle two roles, serving both neighborhood customers and attracting loyal patrons from a larger region.



Destination retail and entertainment destinations in the Milwaukee area.

As a specialty destination, the Village is comparable to other multi-use destinations in the metropolitan area. These include (from the top) Eastside, the Third Ward, and Shorewood.

cantly different in scale and use mix from the destination businesses of the Village. However, the adjacent West Allis Town Center, an innovative redevelopment project that includes a commercial power center and office uses on the site of the former Allis-Chalmers plant, gives it some of the same hybrid characteristics as the overall Village study area.

- **Vliet Street.** This traditional neighborhood business district, extending from about 54th to 60th Streets in Milwaukee, is adjacent to Wauwatosa and serves several of the neighborhoods that are also primary patrons of the Village. Its combination of small restaurants, specialty retailers, galleries, and services resembles the North Avenue business mix, but does not have the regional attraction of the Village.
- **Bluemound Road.** Bluemound Road, an arterial street about one mile south of State Street, includes several commercial concentrations, including the Hawley Road to 66th Street segment, and the 76th Street and Glenview Road intersections. Bluemound is an auto-oriented environment, but some parts of the corridor have a more traditional neighborhood quality. The Bluemound corridor combines such businesses as supermarkets, and fast food restaurants with smaller-scaled neighborhood businesses and auto services.
- **Eastside.** This redeveloped commercial destination, centered at the intersection of North and Prospect in Milwaukee, has emerged as a both a significant entertainment and retail venue and as a service center for a burgeoning in-city neighborhood close to the lakefront and north of downtown. While its customer base is largely high-density urban neighborhoods along the lakefront and on the eastern side of Milwaukee, the Village also serves residents of some of these areas.
- **Brady Street.** Brady Street between the lake and Milwaukee River provides a major concentration of restaurants, specialty stores, entertainment, and bars. Like the Village, it is a regional destination district, but has a decidedly different character from the orientation to family and community that is intrinsic to the Village's character. As such, it is a complementary but not competitive center., it offers a substantially different urban experience that is not

- **Third Ward.** Milwaukee's Third Ward district south of Downtown is Milwaukee's signature example of mixed use transformation of an urban warehousing and wholesaling district, the city's version of New York's SoHo or Chicago's River North. It is much larger in scale than the Village, includes more office uses (including design-oriented offices), and has become a major tourist attraction. Like Brady, it offers its customers a substantially different urban experience that complements the more intimate old-world town ambiance of the Village.
- **Shorewood.** Shorewood, like Wauwatosa, is a first-tier suburb of Milwaukee, and Oakland Avenue between Edgewood and Glendale Avenues presents an up-scale linear commercial environment that has a somewhat similar business mix to the Village core. Like the Village, the district has a nearby employment and activity campus that provides a customer base in the University of Wisconsin – Milwaukee, and has access to a branch of the Oak Leaf Trail. Trail access is less direct at Shorewood than the Village, but has improved with the recent completion of the Capitol Drive complete street project.

DEMOGRAPHICS

POPULATION AND HOUSEHOLD CHANGE

Demographic and household changes in the Village's market rings help predict potential future business opportunities. This discussion of changes in the characteristics and dynamics of the markets uses information from the U.S. Bureau of the Census and Claritas, Inc. of Ithaca, New York, a geo-demographic research firm. Pending full release of 2010 Census counts, these data remain estimates and may change significantly.

- **Neighborhood population has declined historically, largely because of neighborhood maturity and decreasing household size.** The immediate Village trade areas are mature, built-up neighborhoods, and in common with such neighborhoods, tend to show declines as large population groups age in place. The primary market' area appears to have declined at an annual rate of about 0.4% during the last twenty years. However, it is possible that actual 2010 counts will

Figure 3.4: Population Change for Village District Analysis Areas

	1990 Population	2000 Population	Change	% Change	2010 est. Population	2000-2010 Change	2000-2010 %Change
City of Wauwatosa	49,366	47,271	-2,095	-4.2%	46,396	-875	-1.9%
Immediate Village	5,836	5,517	-319	-5.5%	5,219	-298	-5.4%
Primary	89,440	84,681	-4,759	-5.3%	80,873	-3,808	-4.5%
Secondary	253,851	240,921	-12,930	-5.1%	230,746	-10,175	-4.2%

Source: Claritas, Inc., U.S. Census Bureau

Figure 3.5: Household Income for Village District Analysis Areas

	Village		Primary		Secondary	
Less than \$15,000	155	6.5%	2,669	8.4%	9,535	16.2%
\$15,000 - \$24,999	244	10.2%	2,839	8.9%	7,378	12.6%
\$25,000 - \$34,999	220	9.2%	3,401	10.7%	7,596	12.9%
\$35,000 - \$49,999	370	15.5%	5,586	17.6%	9,885	16.8%
\$50,000 - \$74,999	475	19.9%	7,166	22.5%	11,203	19.1%
\$75,000 - \$99,999	391	16.4%	4,622	14.5%	6,037	10.3%
\$100,000 - \$129,999	288	12.1%	2,700	8.5%	3,297	5.6%
\$125,000 - \$149,999	117	4.9%	1,276	4.0%	1,478	2.5%
\$150,000 - \$199,999	56	2.3%	785	2.5%	1,032	1.8%
\$200,000 - \$499,999	57	2.4%	647	2.0%	1,040	1.8%
\$500,000 or more	14	0.6%	134	0.4%	196	0.3%
Total Households	2,387		31,825		58,677	
Median Household Income	61,180		54,888		42,410	

show a slowing of this decline. In addition, new housing construction in the immediate Village area since 2000 will substantially increase the adjacent population. decline has been somewhat gradual at 0.26% to 0.29% annually from 1990 to 2010.

- **Within the Village's trade area, the immediate vicinity contains the highest earners.** The immediate Village area has an estimated median household income of about \$61,200,

nearly identical to the citywide median of about \$61,900. Median incomes decrease as analysis rings move out to include the larger low and moderate income populations in Milwaukee neighborhoods. Estimated median household income is \$54,888 and \$42,410 respectively for the primary and secondary analysis areas. (Figure 3.5)

- **Neighborhoods are cycling to younger generations.** Median age is highest for the higher income areas immediate-





ly adjacent to the Village and decreases again as the analysis area boundaries move out. The broader secondary has a median age of about 35 years, while the median age of people directly contiguous to the Village approaches 40.

EMPLOYMENT AND BUSINESS TYPES

While surrounding residents are a business district’s primary customers, employees in or around the area also are a significant potential market. Figure 3.7 presents the distribution of employees for the primary trade area. This ring includes about 4,600 business establishments employing about 75,000 people, with the following characteristics:

- **A majority of employees are employed in services, with the health services making up the largest single group.**

The service sector makes up 53.6% (or 2,477) of the 4,617 establishments and employs about 56% (or 42,300) of all primary analysis area employees. Almost half of the service employees and over 1/4 of all employees are in Health Services, underscoring the importance of the Milwaukee County Medical Center, as a local employer and potential customer base.

- **Retailing is a major employment sector in the Village’s primary analysis area.** The retail sector accounts for 18.6% of the primary area’s establishments and 16.4% of employees, with an average of about 15 employees per business. Eating and drinking establishments, followed by apparel stores, are the leading employment sources.
- **After health services, business and personal services respectively account for the next largest concentrations of service employees.** However, business services employ more than three times as many people as personal services, which

Figure 3.6: Population by Age, 2009 Estimates (exclusive)

	Village		Primary		Secondary	
Age 0 - 4	335	6.4%	5,432	7.2%	12,593	8.3%
Age 5 - 9	340	6.5%	5,463	7.2%	12,033	7.9%
Age 10 - 14	321	6.2%	5,147	6.8%	11,610	7.7%
Age 15 - 17	227	4.3%	3,241	4.3%	7,239	4.8%
Age 18 - 20	139	2.7%	2,501	3.3%	5,924	3.9%
Age 21 - 24	263	5.0%	3,510	4.6%	7,305	4.8%
Age 25 - 34	611	11.7%	8,581	11.3%	17,364	11.5%
Age 35 - 44	790	15.1%	11,285	14.9%	20,220	13.3%
Age 45 - 54	914	17.5%	12,464	16.5%	21,584	14.2%
Age 55 - 64	686	13.1%	8,951	11.8%	16,547	10.9%
Age 65 - 74	272	5.2%	4,376	5.8%	8,789	5.8%
Age 75 - 84	201	3.9%	2,979	3.9%	5,847	3.9%
Age 85 and over	120	2.3%	1,725	2.3%	4,541	3.0%
Total Population	5,219	100.0%	75,655	100.0%	151,596	100.0%
Median Age	39.8		38.7		35.1	

Source: Claritas, Inc.

Figure 3.7: Work Places and Employment Summary for the Village's Primary Analysis Area, 2010

Business Description	Total Establishments	% of Total	Total Employees	% of Total	Employees Per Establishment
Industries (All)	4,617	100.0%	75,704	100.0%	16
Agriculture (All)	49	1.1%	232	0.3%	5
Mining (All)	1	0.0%	3	0.0%	3
Construction (All)	221	4.8%	2,207	2.9%	10
Manufacturing (All)	193	4.2%	3,728	4.9%	19
Transportation, Communications/Public Utilities	110	2.4%	1,841	2.4%	17
Wholesale Trade (All)	139	3.0%	1,780	2.4%	13
Retail (All Retail)	857	18.6%	12,438	16.4%	15
Building Materials and Garden Supply	34	0.7%	510	0.7%	15
General Merchandise Stores	19	0.4%	699	0.9%	37
Food Stores	68	1.5%	908	1.2%	13
Auto Dealers and Gas Stations	71	1.5%	787	1.0%	11
Apparel and Accessory Stores	109	2.4%	1,820	2.4%	17
Home Furniture, Furnishings and Equipment	96	2.1%	1,379	1.8%	14
Eating and Drinking Places	219	4.7%	4,263	5.6%	20
Miscellaneous Retail Stores	241	5.2%	2,072	2.7%	9
Finance (All)	448	9.7%	5,061	6.7%	11
Bank, Savings and Lending Institutions	103	2.2%	1,665	2.2%	16
Security and Commodity Brokers	63	1.4%	359	0.5%	6
Insurance Carriers and Agencies	107	2.3%	1,532	2.0%	14
Real Estate	166	3.6%	1,270	1.7%	8
Trusts, Holdings and Other Investments	9	0.2%	235	0.3%	26
Service (All)	2,477	53.6%	42,330	55.9%	17
Hotel and Other Lodging	16	0.3%	578	0.8%	36
Personal Services	421	9.1%	1,769	2.3%	4
Business Services	497	10.8%	6,167	8.1%	12
Motion Picture and Amusement	96	2.1%	1,185	1.6%	12
Health Services	657	14.2%	19,547	25.8%	30
Legal Services	138	3.0%	557	0.7%	4
Educational Services	115	2.5%	6,880	9.1%	60
Social Services	211	4.6%	3,579	4.7%	17
Misc, Membership Orgs and Nonclassified	326	7.1%	2,068	2.7%	6
Public Administration (All)	122	2.6%	6,084	8.0%	50

Source: Claritas, Inc.

are generally small businesses that employ an average of only about four people per establishment.

Figure 3.7a: Work Places and Employment Summary for North Avenue's Secondary Market Area, 2010

Business Description	Total Establishments	% of Total	Total Employees	% of Total	Employees Per Establishment
Industries (All)	10,405	100.0%	144,038	100.0%	14
Agriculture (All)	107	1.0%	538	0.4%	5
Mining (All)	3	0.0%	8	0.0%	3
Construction (All)	559	5.4%	5,184	3.6%	9
Manufacturing (All)	526	5.1%	14,918	10.4%	28
Transportation, Communications/Public Utilities	281	2.7%	4,519	3.1%	16
Wholesale Trade (All)	402	3.9%	6,959	4.8%	17
Retail (All Retail)	1,928	18.5%	24,307	16.9%	13
Building Mats and Garden Supply	90	0.9%	1,667	1.2%	19
General Merchandise Stores	47	0.5%	1,854	1.3%	39
Food Stores	190	1.8%	2,809	2.0%	15
Auto Dealers and Gas Stations	173	1.7%	1,398	1.0%	8
Apparel and Accessory Stores	160	1.5%	2,098	1.5%	13
Home Furniture, Furnishings and Equipment	202	1.9%	1,924	1.3%	10
Eating and Drinking Places	536	5.2%	8,707	6.0%	16
Miscellaneous Retail Stores	530	5.1%	3,850	2.7%	7
Finance (All)	1,048	10.1%	9,497	6.6%	9
Bank, Savings and Lending Institutions	227	2.2%	2,898	2.0%	13
Security and Commodity Brokers	131	1.3%	813	0.6%	6
Insurance Carriers and Agencies	259	2.5%	2,624	1.8%	10
Real Estate	403	3.9%	2,787	1.9%	7
Trusts, Holdings and Other Investments	28	0.3%	375	0.3%	13
Service (All)	5,364	51.6%	70,757	49.1%	13
Hotel and Other Lodging	29	0.3%	822	0.6%	28
Personal Services	1,071	10.3%	4,728	3.3%	4
Business Services	1,059	10.2%	12,197	8.5%	12
Motion Picture and Amusement	222	2.1%	2,396	1.7%	11
Health Services	1,020	9.8%	25,066	17.4%	25
Legal Services	269	2.6%	1,092	0.8%	4
Educational Services	273	2.6%	11,837	8.2%	43
Social Services	628	6.0%	7,884	5.5%	13
Misc, Membership Orgs and Nonclassified	793	7.6%	4,735	3.3%	6
Public Administration (All)	187	1.8%	7,351	5.1%	39

Source: Claritas, Inc.

CONSUMER SPENDING PATTERNS BY PRODUCT

Figure 3.8 compares annual consumer expenditures by product type in the primary trade area to the national average. National average per capita expenditures are set at 100; scores above

one hundred indicate that consumers in the specific area spend more than the national average for that specific product. Interestingly, these numbers are virtually identical as those assembled for the North Avenue East Tosa analysis.

- Taken together, primary trade area patterns are similar to national averages.
- Consumer spending is highest for selected sports and entertainment categories, day care, civic contributions, and children’s apparel. These patterns reflect the area’s orientation towards growing families with access to recreational activities in the metropolitan area.

RETAIL SALES

Figure 3.9 displays total adjusted retail sales for each analysis area, compared to consumer expenditures for each area. The Village generated about \$178 million in adjusted annual sales in 2009, or about 5.3% of the entire trade area. The same area represented less than 2% of the consumer expenditures of the

Figure 3.8: Consumer Spending Patterns By Product, 2009

Product Description	Index
Total Specified Consumer Expenditures (AREA)	95
FOOD AT HOME	92
FOOD AWAY FROM HOME & ALCOHOL	
Alcoholic Beverages	102
Total Food away from Home	90
DAY CARE, EDUCATION & CONTRIBUTIONS	
All Day Care	100
Contributions (All)	102
Education	90
HEALTHCARE	
Medical Services	98
Prescription Drugs	94

Medical Supplies	105
HOUSEHOLD FURNISHINGS & APPLIANCES	
Total Furniture	93
Total Household Textiles	97
Major Appliances	97
Misc Household Equipment	105
Small Appliance/Houseware	97
HOUSING RELATED & PERSONAL	
Total Housing Expenses	99
Household Repairs	91
Household Services	88
Housekeeping Supplies	93
Personal Expenses and Services	93
PERSONAL CARE & SMOKING PRODUCTS	
Personal Care Products and Services	98
Smoking Prods/Supplies	99
PET EXPENSES	95
SPORTS & ENTERTAINMENT	
Photographic Equipment	109
Reading Materials	101
Sports and Recreation	104
Travel	96
TV, Radio and Sound Equipment	95
Computers, Software & Accessories	97
TRANSPORTATION & AUTO EXPENSES	
Automotive Maintenance/Repair/Other	89
Gasoline	93
Diesel Fuel	88
Motor Oil	87
Vehicle Purchases & Leases	86
Boats and Recreational Vehicle Purchase	75
Rented Vehicles	114
TOTAL APPAREL	97

Figure 3.9: Share of Total (Regional) Retail Sales and Consumer Demand, 2009

	Total Adjusted Retail Sales	% of Total	Total Adjusted Retail Consumer Demand	% of Total
Village	\$177,659,000	5.29%	\$59,582,000	1.97%
Primary	\$834,140,000	24.82%	834,140,000	27.70%
Secondary	\$2,349,107,000	69.89%	2,117,716,000	70.32%
Total	\$3,360,906,000	100%	\$3,011,438,000	100%

Source: Claritas Inc.

same area. Adjustments exclude retail sales categories that are irrelevant to the Village for comparison purposes, such as new car sales, gasoline, and non-store expenditures. Based on this calculation, the Village attracts roughly \$120 million in annual retail expenditures from outside its immediate boundaries. Using a contemporary standard retail yield of \$350 per square foot, this increment over immediate neighborhood services corresponds to about 340,000 square feet of retail space. The economic importance of the Village BID becomes very evident.

Figure 3.10 compares consumer demand (expenditures) and retail sales for various goods and services within each analysis area. In interpreting these data:

- Demand represents the amount of money people in the trade area spent in 2009 on the specific category of goods and services.
- Supply represents the amount of revenue that businesses in the trade area took in for that specific category.
- When (demand – supply) is positive, the trade area is exporting dollars. This presents a theoretical opportunity for retaining more spending.
- When (demand – supply) is negative, the trade area is importing dollars. This may reflect a retail strength (such as a cluster of eating places that brings people in from a broader region), but also may be vulnerable if a competitive trade area retains more of its customers at home.

Overall, this analysis, using information developed by Claritas

and derived from the Consumer Expenditure Survey from the U.S. Bureau of Labor Statistics and the Census of Retail Trade from the U.S. Census Bureau, indicates that:

- The Village is an enormous importer of consumer dollars, with grocery stores and food sales and restaurants being its dominant sectors as attractors of outside consumer dollars. Pharmacies, building materials, and sporting goods and hobbies also stand out as significant attracting retail sectors.
- The larger primary market is in net balance when locally-generated consumer expenditures are compared to retail sales in the area. The variance between adjusted spending and sales is within 1.3%. However, within this overall balance, the primary analysis area imports consumers for furniture, pharmacy and health needs, clothing, eating and drinking establishments, and sporting goods/hobbies. These consumers spend out-of-area for building materials and, most significantly, general merchandise, typically reflecting expenditures in large format stores.
- Spending in the cumulative analysis area is also in relative balance, with sales exceeding expenditures for the entire area by about 10%. Areas of strength include furniture, appliances and electronics, groceries, clothing, and sporting goods/hobbies. Leakage of areawide consumer dollars are in large format general merchandise and miscellaneous. This indicates inclusion of the Mayfair district in the larger trade area, with its centers in such sectors as clothing and electronics.

Table 3.10: Opportunity Gap/Surplus of Retail Demand and Supply for the Village of Wauwatosa									
	Village Area			Primary Area			Secondary Area		
	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/Surplus
Total Retail Sales	\$86,909,656	\$178,375,422	(\$91,465,766)	1,210,903,470	1,118,015,068	\$92,888,402	3,060,672,470	2,864,256,963	\$196,415,507
Adjusted Retail Sales (- motor, -gas, -non-store)	\$59,582,399	\$177,658,856	(\$118,076,457)	\$834,140,282	\$845,153,471	(\$11,013,189)	\$2,117,716,283	\$2,349,107,302	(\$231,391,019)
Motor Vehicle and Parts Dealers	\$13,545,862	\$0	\$13,545,862	183,321,247	147,698,271	\$35,622,976	449,466,305	208,239,055	\$241,227,250
Automotive Dealers	\$11,378,045	\$0	\$11,378,045	154,271,664	136,396,463	\$17,875,201	377,294,246	175,508,142	\$201,786,104
Other Motor Vehicle Dealers	\$847,264	\$0	\$847,264	11,237,366	3,926,527	\$7,310,839	29,709,122	4,839,267	\$24,869,855
Automotive Parts/Accsrs, Tire Stores	\$1,320,553	\$0	\$1,320,553	17,812,217	7,375,281	\$10,436,936	42,462,937	27,891,647	\$14,571,290
Furniture and Home Furnishings Stores	\$1,928,531	\$278,294	\$1,650,237	26,339,674	57,546,390	(\$31,206,716)	64,277,062	111,998,379	(\$47,721,317)
Furniture Stores	\$1,025,480	\$278,294	\$747,186	13,937,934	44,022,446	(\$30,084,512)	33,932,341	73,265,666	(\$39,333,325)
Home Furnishing Stores	\$903,052	\$0	\$903,052	12,401,740	13,523,944	(\$1,122,204)	30,344,720	38,732,713	(\$8,387,993)
Electronics and Appliance Stores	\$2,140,747	\$2,251,207	(\$110,460)	29,234,078	45,651,266	(\$16,417,188)	72,007,785	133,586,594	(\$61,578,809)
Appliances, TVs, Electronics Stores	\$1,621,624	\$2,073,286	(\$451,662)	22,173,122	35,768,701	(\$13,595,579)	54,825,436	116,189,451	(\$61,364,015)
Computer and Software Stores	\$419,233	\$177,920	\$241,313	5,728,072	9,638,306	(\$3,910,234)	14,073,257	17,152,885	(\$3,079,628)
Camera and Photographic Equipment Stores	\$99,890	\$0	\$99,890	1,332,884	244,258	\$1,088,626	3,109,092	244,258	\$2,864,834
Building Material, Garden Equip Stores	\$9,054,810	\$13,906,029	(\$4,851,219)	124,475,792	87,676,383	\$36,799,409	303,642,421	309,247,269	(\$5,604,848)
Building Material and Supply	\$8,311,887	\$13,906,029	(\$5,594,142)	114,237,288	78,104,381	\$36,132,907	277,998,506	280,019,054	(\$2,020,548)
Lawn, Garden Equipment,	\$742,923	\$0	\$742,923	10,238,504	9,572,002	\$666,502	25,643,915	29,228,215	(\$3,584,300)
Food and Beverage Stores	\$11,509,634	\$94,332,044	(\$82,822,410)	164,709,037	157,664,296	\$7,044,741	430,985,253	546,135,919	(\$115,150,666)
Grocery Stores	\$10,353,100	\$91,752,801	(\$81,399,701)	148,501,811	137,070,382	\$11,431,429	389,972,171	502,256,284	(\$112,284,113)
Specialty Food Stores	\$344,724	\$553,250	(\$208,526)	4,961,241	7,885,404	(\$2,924,163)	13,126,467	13,692,028	(\$565,561)
Beer, Wine and Liquor Stores	\$811,810	\$2,025,994	(\$1,214,184)	11,245,985	12,708,510	(\$1,462,525)	27,886,614	30,187,607	(\$2,300,993)
Health and Personal Care Stores	\$5,416,770	\$10,544,358	(\$5,127,588)	76,364,131	125,449,602	(\$49,085,471)	197,214,514	259,108,085	(\$61,893,571)
Pharmacies and Drug Stores	\$4,658,040	\$10,544,358	(\$5,886,318)	65,710,625	108,748,936	(\$43,038,311)	169,700,161	218,574,970	(\$48,874,809)
Cosmetics, Beauty Supplies, Perfume Stores	\$191,797	\$0	\$191,797	2,704,167	4,530,282	(\$1,826,115)	6,994,211	9,632,874	(\$2,638,663)
Optical Goods Stores	\$228,331	\$0	\$228,331	3,164,061	5,052,555	(\$1,888,494)	8,109,587	9,973,420	(\$1,863,833)

Table 3.9: Opportunity Gap/Surplus of Retail Demand and Supply

	Village Area			Primary Area			Secondary Area		
	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus	Demand (Consumer Expenditures)	Supply (Retail Sales)	Opportunity Gap/ Surplus
Other Health and Personal Care Stores	\$338,601	\$0	\$338,601	4,785,279	7,117,829	(\$2,332,550)	12,410,556	20,926,821	(\$8,516,265)
Gasoline Stations	\$7,454,850	\$716,566	\$6,738,284	105,512,635	70,477,358	\$35,035,277	270,902,233	164,350,316	\$106,551,917
Clothing and Clothing Accessories Stores	\$4,053,274	\$2,759,863	\$1,293,411	56,938,847	104,594,937	(\$47,656,090)	147,382,804	247,984,530	(\$100,601,726)
Clothing Stores	\$2,884,052	\$2,162,960	\$721,092	40,689,323	80,843,688	(\$40,154,365)	105,920,150	183,098,132	(\$77,177,982)
Shoe Stores	\$533,906	\$107,335	\$426,571	7,752,601	10,460,432	(\$2,707,831)	21,037,944	28,921,189	(\$7,883,245)
Jewelry, Luggage, Leather Goods Stores	\$635,316	\$489,568	\$145,748	8,496,922	13,290,817	(\$4,793,895)	20,424,710	35,965,210	(\$15,540,500)
Sporting Goods, Hobby, Book, Music Stores	\$1,868,598	\$13,163,607	(\$11,295,009)	25,508,722	42,477,584	(\$16,968,862)	63,173,122	86,803,489	(\$23,630,367)
Sporting Goods, Hobby, Musical Inst Stores	\$1,260,376	\$11,048,579	(\$9,788,203)	17,440,827	24,615,842	(\$7,175,015)	43,740,527	54,337,008	(\$10,596,481)
Book, Periodical and Music Stores	\$608,223	\$2,115,028	(\$1,506,805)	8,067,895	17,861,743	(\$9,793,848)	19,432,594	32,466,481	(\$13,033,887)
General Merchandise Stores	\$11,840,083	\$0	\$11,840,083	167,822,198	45,217,576	\$122,604,622	435,610,031	247,600,080	\$188,009,951
Department Stores Excl Leased Depts	\$5,732,552	\$0	\$5,732,552	80,930,821	37,398,530	\$43,532,291	209,808,597	209,982,369	(\$173,772)
Other General Merchandise Stores	\$6,107,531	\$0	\$6,107,531	86,891,377	7,819,045	\$79,072,332	225,801,434	37,617,711	\$188,183,723
Miscellaneous Store Retailers	\$2,399,112	\$854,043	\$1,545,069	33,549,716	13,446,360	\$20,103,356	83,653,338	50,668,071	\$32,985,267
Florists	\$175,475	\$504,969	(\$329,494)	2,413,835	2,912,349	(\$498,514)	5,901,316	5,773,075	\$128,241
Office Supplies, Stationery, Gift Stores	\$953,565	\$165,752	\$787,813	13,020,621	6,211,128	\$6,809,493	31,759,703	30,788,025	\$971,678
Used Merchandise Stores	\$199,471	\$79,151	\$120,320	2,747,827	540,994	\$2,206,833	6,911,450	3,404,946	\$3,506,504
Other Miscellaneous Store Retailers	\$1,070,601	\$104,171	\$966,430	15,367,433	3,781,889	\$11,585,544	39,080,869	10,702,026	\$28,378,843
Non-Store Retailers	\$6,326,545	\$0	\$6,326,545	87,929,306	54,685,968	\$33,243,338	222,587,649	142,560,290	\$80,027,359
Foodservice and Drinking Places	\$9,370,840	\$39,569,412	(\$30,198,572)	129,198,086	165,429,078	(\$36,230,992)	319,769,955	355,974,886	(\$36,204,931)
Full-Service Restaurants	\$4,231,570	\$7,983,129	(\$3,751,559)	58,163,980	69,231,361	(\$11,067,381)	143,425,487	151,673,031	(\$8,247,544)
Limited-Service Eating Places	\$3,909,245	\$28,874,614	(\$24,965,369)	54,025,910	76,107,961	(\$22,082,051)	134,128,112	152,127,682	(\$17,999,570)
Special Foodservices	\$768,311	\$1,389,828	(\$621,517)	10,604,057	8,743,453	\$1,860,604	26,291,386	19,043,724	\$7,247,662
Drinking Places -Alcoholic Beverages	\$461,713	\$1,321,840	(\$860,127)	6,404,138	11,346,303	(\$4,942,165)	15,924,969	33,130,450	(\$17,205,481)

CONCLUSIONS

RETAIL TARGETS FOR THE VILLAGE

The retail factors analysis presented in this section suggests the following conclusions and strategies:

- **The Village study area’s primary strengths, accounting for almost all of its imported retail dollars, are groceries/food sales and restaurants.** The area has other strengths in areas such as specialty foods and building materials, some of which are reflected in the mix of businesses in the district. On the other hand, the Village has limited opportunities gained by retaining immediate area expenditures. Minor opportunities exist in clothing and miscellaneous retailing.
- **Opportunities created by surrounding market areas include special food services, gift stores, miscellaneous retailing, photographic equipment, and building materials.** These are areas in which surrounding trade areas display moderate balance of trade weakness that are reasonably strong performers or feasible niches for the Village. Together, these gaps generate a total of less than \$40 million in exported expenditures, however. If the Village were able to establish businesses that attracted 20% of these exported expenditures, the resulting \$8 million still represents less than 5% of the Village’s total existing retail sales.
- **As a result, despite these local opportunities, the Village’s greatest potential for retail growth lies beyond the immediate trade areas.** This suggests three strategic approaches:
 - Attracting more business from a broader market. Given the number of competitive specialty districts to the east (including Eastside, Brady Street, Shorewood, and even Bayshores and Whitefish Bay), a likely direction for increased market share involves suburbs west of Wauwatosa. These areas include affluent consumers attracted to the urban experience and distinctive ambiance that the Village offers.
 - Increasing the likelihood that regional employees and visitors become Village customers. This strategy pertains

more to restaurants and specialty businesses than to more typical community commercial services such as supermarkets and national pharmacy chains. Improved connections and marketing directed to regional employment and client centers such as the Medical Center and future development at the County Grounds provide real possibilities for growth by attracting discretionary or after-work expenditures.

- Increasing the number of resident households adjacent to the Village. Redevelopment opportunities in and around the study area can add substantially to the retail market within the business improvement district. The completed Reserve apartment project provides 231 units, and the Enclave, which began construction in 2011, The recent Reserve Apartments at 60th and State adds another 152 units. Existing project approval for a site at the foot of the Schoonmaker Reef and possibilities for other redevelopment sites, including the River Drive corridor and old fire station site, could produce another 420 units. Development of 600 new units generates an added customer population of 1,050 people, assuming a population of 1.75 people per unit.

Table 3.11 presents a model that conservatively predicts the amount of new retail space that could be absorbed in the Village business improvement district. This methodology:

- Assumes net possible growth of about \$8 million, based on the Village capturing a 20% share of selected opportunity gaps in its primary and secondary market areas.
- Projects ultimate development of 600 new units in the Village (including the 152-unit Enclave development), with an average of 1.75 people per household. This projection assumes consumer spending of about \$15,000 per household and a Village capture rate of about 50% of these expenditures. This relatively high capture rate is achievable because of the presence of basic neighborhood services in the planning area.

Figure 3.10: Estimating Model for New and Reoccupied Retail Space, East Town North Avenue District

Category	Annual Potential Expenditures	Village Market Share	Village Potential Sales	Sales/SF Target	Potential Retail Area
New Business Filling Gaps Filled from Primary and Secondary Markets	\$40,000,000	.20	8,000,000	350	22,800
New Expenditures Derived from Housing Development in Village	15,750,000	.50	7,875,000	350	22,500
New Expenditures from Expanded Markets	12,000,000	1.00	12,000,000	350	33,000
Total			27,875,000	350	78,300

- An assumption that penetration into new western suburban markets and employees and visitors at adjacent centers adds 100,000 new customers for the Village, each of whom spends an average of \$10 per month in the district. This generates added annual expenditures of \$12 million, or about 6.5% of current retail expenditures.

This method suggests a feasible demand for about 78,300 square feet of net new (or re-occupied) consumer commercial space in the district.

RESIDENTIAL MARKETS

Residential development in neighborhoods around the Village are exceedingly attractive, high value residential areas that include Werner Hegemann's landmark Washington Highlands, distinctive streets lined by trees and bungalows, homes related to the Oak Leaf parkway system defined by the Menomonee River, and high quality new multi-family and mixed use development. New housing development has already begun on the eastern edges of the study area and are likely to bring about a transition from industrial to residential use over time. Senior housing environments have also emerged in recent years. Salient housing characteristics about the residential context of the Village include:

- A desirable mix of owner and renter occupied housing. The



Figure 3.11: Housing Occupancy for the Primary Market Area, 2010

	Village		Primary		Secondary	
Owner Occupied	1,489	62%	22,326	65%	56,485	61%
Renter Occupied	900	38%	11,885	35%	36,403	39%
Total	2,389	100%	34,211	100%	92,888	100%

Source: Claritas Inc.



The Enclave. This 152-unit multi-family rental development began construction in 2011.



occupancy mix in the immediate Village is 62% owner-occupied and 38% renter occupied, likely to change with the occupancy of the 152-unit Enclave. Overall rental occupancy is approximately 40% in all analysis areas.

- Highest housing values in the immediate Village area. Estimated median value for homes in the immediate Village in 2009 was \$197,340, dropping to \$169,635 for the expanded primary analysis area, and \$128,012 in the secondary area.
- An extremely well-maintained and sound housing supply. Homes adjacent to the Village are in exemplary condition, with regular setbacks along distinctive tree-lined streets.
- A recycling of neighborhoods to new households with young

families. Neighborhoods in the Village area offer a high quality of life and convenient access by car, bus, or bicycle to job centers such as the medical campus, Downtown Milwaukee, and the planned UWM research park that clearly attracts young households.

- Substantial new rental housing development, with the addition of 383 units east of 62nd Street on the north side of State, and new senior development including Hart Park Square along River Drive.

Chapter Five, the Village Plan, describes additional redevelopment possibilities for new residential and mixed use development.

Figure 3.12: Owner-Occupied Housing Values

	Village		Primary		Secondary	
	Units	% of Total	Units	% of Total	Units	% of Total
Less than \$20,000	2	0.1%	42	0.2%	302	0.5%
\$20,000 - \$39,999	0	0.0%	145	0.6%	917	1.6%
\$40,000 - \$59,999	0	0.0%	211	0.9%	1,812	3.2%
\$60,000 - \$79,999	16	1.1%	609	2.7%	2,990	5.3%
\$80,000 - \$99,999	21	1.4%	1,032	4.6%	4,466	7.9%
\$100,000 - \$149,999	261	17.5%	6,652	29.8%	18,830	33.3%
\$150,000 - \$199,999	469	31.5%	6,294	28.2%	12,159	21.5%
\$200,000 - \$299,999	557	37.4%	5,765	25.8%	10,550	18.7%
\$300,000 - \$399,999	93	6.2%	1,050	4.7%	2,661	4.7%
\$400,000 - \$499,999	52	3.5%	314	1.4%	931	1.6%
\$500,000 - \$749,999	18	1.2%	169	0.8%	663	1.2%
\$750,000 - \$999,999	0	0.0%	19	0.1%	117	0.2%
\$1,000,000 or more	0	0.0%	23	0.1%	88	0.2%
Total	1,489	100%	22,325	100%	56,486	100%
Median Housing Value	\$197,340		\$169,635		\$128,012	



4

CHAPTER **4** PLANNING PROCESS



GOAL-SETTING FOR THE VILLAGE OF WAUWATOSA

This plan's priorities and directions are based the opinions and insights of those who know the Village best – the people who work, shop, do business, invest in, and live in and around this unique district. The planning process was carried out in parallel with the East Town Tosa North Avenue Plan and used many of the same community engagement elements. The process further benefited from the presence of a strong and credible business improvement district with an excellent communications network. The planning process featured:

- **Village Planning Committee.** The Project Committee, representing a variety of businesses, property owners, and residents in and around the Village, met at key points during the process to review the progress of the plan and direct and discuss key concepts. Project committee meetings took place during multi-day site visits in September, and November, 2010, and January, March, and May, 2011, and also met periodically through Webex teleconferences.
- **Kick-off Presentation.** An initial community kick-off event on September 28, 2010. This event included a public presentation that presented the planning process and presented initial impressions of the Village and strategies that comparable communities have used. The kick-off also included an open discussion of the district and some of its possibilities.
- **Stakeholder Group Discussions and Individual Interviews.** Stakeholder group discussions and interviews took place on September 28-30, 2010, and included three days of informal discussions and individual interviews exploring development, issues, and priorities for the Village.
- **A community survey.** This on-line public opinion, launched during September, 2010, asked participants to evaluate existing quality, potential actions, and existing and possible urban design features and preferences. It was completed by 468 participants during Fall, 2010.

- **Design Studios.** An on-site Village design studio took place on November 1 through 4, 2010 to engage citizens, residents, business owners, and other stakeholders directly in planning for short and long-range enhancement of the Village. Participants shared the ideas, issues, and concerns informally with the planning team and helped define and test concepts for the district. This initial studio concluded with a public out-briefing on November 4, 2010. Because of the complexity of the district and its issues, a follow-up on-site studio took place on January 24-26, 2011, giving special attention to the State Street corridor between 60th and 74th Streets.
- **Presentations and Open Houses.** Interactive public presentations throughout the process provided a high degree of contact and discussion with the Wauwatosa community throughout the planning process. These sessions included public discussions and outbriefings at the conclusion of each on-site studio, a special presentation and open house at the Village BID's annual meeting on March 22, 2011, and a community open house event on the evening of May 11, 2011.

SURVEY RESULTS

Stakeholder discussions helped to identify issues and directions with people specifically involved with business, investment, and management of the Village district. The community survey helped quantify issues identified during these sessions, and supplemented them with the viewpoints of customers and neighbors of the Village. This section summarizes its key results and conclusions.

Village Features. The initial question on the survey asked respondents to grade various features of the Village on a 5 (excellent) to 1 (poor) scale. Results were tabulated by frequency of responses. In general, the Village's basic systems and services received very high ratings throughout, reinforcing its highly positive image and status as a regional destination in the Milwaukee metropolitan area. Features receiving the highest scores (aggregated scores in parentheses) were:

- Farmers' Market and other regular events (4.20)

- Historic architectural quality (4.12)
- Quality and variety of restaurants (4.11)
- Experience of being the the Village (4.06)
- Nearby park and recreational facilities (4.01)
- Street activity including outdoor dining (4.00)
- Reputation of the Village (3.91)
- Quality and frequency of special events (3.87)
- Overall vitality (3.83)
- Grocery stores and contemporary State St development (3.79)
- Unique and unusual business (3.78)
- Number of parking spaces (2.77)
- Traffic circulation to and around the Village (2.88)
- Connection between Hart Park and Village businesses (2.89)
- Pedestrian and bicycle friendliness (2.91)
- Traffic circulation on State Street (2.99)
- Prospects for expanded employment (2.99)

Features or systems that received the lowest rankings were:

- Traffic circulation within the district (2.60)
- Location and ease of access to parking (2.70)
- Directional information in and around the Village (2.73)

• **Quality and Importance of Various Actions.** The second question asked respondents to grade various ideas, on the basis of both their quality for the Village (5=excellent idea to 1=poor idea) and importance (5=very important to 1=very unimportant). Table 4.1 compares the top ten rated ideas for both quality and importance, with aggregate score in parentheses.

• **Visual Listening.** The third part of the survey asked participants to grade sixteen images of business district environments based on their quality as urban environments and their applicability to the Village. All images were taken in high



Highest Positive Ratings. Historic architecture and restaurants were among the highest positive ratings for features in the Village.

Table 4.1 8 Village Community Survey: Opinions of Various Actions

Actions	Quality Rank (aggregate score)	Importance Rank (aggregate score)
New uses for vacant buildings	1 (4.64)	1 (4.41)
Include pedestrian/bicycle features into State Street reconstruction	2 (4.22)	3 (4.05)
Program to rehabilitate existing buildings	3 (4.19)	2 (4.11)
Signage that directs customers to parking lots	4 (4.18)	8 (3.83)
Better pedestrian crossing across streets	5 (4.09)	5 (3.99)
Improved bicycle access, safety, and parking	6 (4.08)	6 (3.96)
Better pedestrian crossing of railroad	6 (4.08)	4 (4.01)
Sidewalks or paths on south side of State Street	8 (4.07)	9 (3.82)
More public spaces or squares for outdoor activity	9(4.06)	---
Redevelop old fire station site	10(4.02)	7 (3.85)
Upgrade small open spaces	11 (3.97)	11(3.78)
Improved cooperation among business	---	10(3.79)

Table 4.2: Visual Listening Survey Results

Image	Location	Quality Rank (% rating environment "good" or "excellent")	Applicability Rank(% rating environment high for features that could be applied to the Village)	Major Features of Environment
	Bethesda (MD) Crescent	1 (92.1%)	1 (81.4%)	Outdoor dining Planter and landscaping Treatment of narrow sidewalk Railings
	Lincoln Square, Chicago	2 (83.0%)	2 (65.4%)	Open space and outdoor life Landscaping Bicycle access Relationship of street to buildings
	Pella, Iowa	3 (70.2%)	7 (42.8%)	Scale Canal and Water Surrounding development Theme
	Des Moines, Iowa	4 (65.1%)	3 (47.6%)	Pedestrian scale wayfinding

Table 4.2: Visual Listening Survey Results

Image		Quality Rank (% rating environment "good" or "excellent")	Applicability Rank(% rating environment high for features that could be applied to North Avenue)	Major Features of Environment
	Boulder, CO	5 (63.9%)	6 (45.2%)	Water Activity and kids Paving materials Street furniture
	Lincoln Square, Chicago	6 (63.8%)	4 (46.1%)	Arch and district identification Lighting Building scale and details
	Newburyport, MA	7 (57.0%)	9 (35.7%)	Two-lane street section Bike lanes Crosswalks Street landscaping
	Waukesha, WI	8 (56.4%)	8 (38.9%)	Street trees Quiet streets Corner nodes Building scale and detail

Photo by Ed Haydin



quality, economically strong, street-oriented business districts. The visual listening helps define community preferences about design and streetscape features in ways that responses to words cannot.

The eight images on the following pages were ranked highest on the basis of the percentage of respondents who considered them to be “good” or “excellent” urban environments. This list displays the percentage of respondents who considered them to either have “many applicable features” to the Village or be “a model that the street should follow.” The survey itself did not indicate the location of individual environments.

- **Frequency of Use.** This question asked respondents to indicate how often they patronized the Village. Nearly 60% indicated that they shopped on the street at least twice a week. This high response rate probably results from the area’s combination of specialty retailing and services, food, and commercial development needed in the routine course of life, including supermarkets and pharmacies. Table 4.3 reviews responses to this question.

Of respondents reporting infrequent or very infrequent use of the district, most commonly cited reasons were businesses on the street did not meet the respondents’ needs, followed by inability to find parking.

Other Comments. The survey concluded by providing participants with an opportunity to offer other comments about the district and their priorities for it. Of the 468 participants, 213 offered additional comments, included in the appendix to this plan. As expected, individual comments sometimes reflected conflicting priorities and view points, but frequently mentioned concerns included:

- A strong respect and affinity for the scale and quality of the district and concern about projects such as parking garages, street widenings, or major redevelopment that could negatively affect the ambiance and intimacy of the Village. Many respondents believed that change should be evolutionary and recommendations should be modest in scale.

Table 4.3: Frequency of Visits

Frequency	% of Respondents
Almost every day: 5-7 times a week	16.4%
Frequently: 2-4 times a week	42.1%
Once a week to once every two weeks	35.8%
Infrequently: Once a month to a few times a year	5.8%
Very infrequently or never	0

- A priority on pedestrian and bicycle friendliness and reasonable traffic flow. Frequently cited issues included excessive speed of cars moving through the Village; difficulty in crossing streets; and the barrier posed by the railroad corridor between Hart Park and Village businesses.
- Many respondents expressed concerns about incipient vacancy in the district, and expressed regret at the loss of the Drew’s variety store. Since the completion of the survey, these vacant buildings on the east side of Harwood Avenue have been re-occupied with new businesses, reinforcing the fundamental attraction of the district.
- Respondents expressed appreciation of the Village’s business mix and emphasized the importance of adding new retailers and services. Business mix, including introducing new magnet businesses, strengthening weaker parts of the street, emphasizing locally-owned businesses.
- Traffic system should provide convenient access to parking without compromising the pedestrian environment.

STAKEHOLDER GROUP DISCUSSIONS AND INDIVIDUAL INTERVIEWS

Stakeholder groups and individual interviews, including neighborhood leaders, Village businesses and property owners, and public officials, engaged over 60 people in in-depth conversations about the district and future goals and strategic priorities. The positions described below were presented by stakeholders, and, while very helpful, do not necessarily represent the findings

or conclusions of this document.

WAYFINDING AND ORIENTATION

- Orienting visitors to destinations within the Village is complicated by imposing the contemporary bypass pattern of Harmonie Avenue on the historic confluence of narrow streets in the district. Wayfinding is a particular concern, and small, destination-specific groups of signs at some intersections have had little impact.

PARKING

- Parking is statistically abundant, but difficult to find for many visitors from outside the immediate area. The largest reservoirs of parking, behind the Little Red Store west of the Harmonie Avenue Bridge and the Hart Park lot parallel to the railroad, generally are not perceived as serving business parking needs.
- Customers often do not know how to get to parking lots from major approach routes.

TRAFFIC FLOW

- Traffic flow is a considerable challenge, and leads to conflicts among the district's various transportation modes – motorists, pedestrians, and bicyclists.
- Trouble spots are created by the superimposition of contemporary and historic traffic patterns. These include Harmonie and Underwood, where some prohibited movements affect business access, and Harwood (South) and Harmonie Avenue, congestion results from inadequate turning capacity and stacking space.
- Traffic direction and access through Harwood between Wauwatosa Avenue and State Street has received considerable discussion. While most believe that the current one-way southbound pattern does not work effectively, more effective options have not emerged.

PEDESTRIAN ACCESS

- Customers on foot have difficulty negotiating the Harwood/

State intersection in the core of the district.

- Businesses could take better advantage of Hart Park events with better linkages to the park and its stadium. The railroad blocks this access, leading to discussion of grade separations. However, this would be very difficult to accommodate on site.

ROOT COMMON AND OUTDOOR SPACE

- Root Common, the Village's historic central open space, is a source of considerable district interest and controversy. Priorities include more effective use of the north side of the Common, severed by the Wauwatosa/Harmonie extension of the 1970s; balancing open space and parking needs in the Village core; and providing reasonable business access.
- Opportunities for outdoor dining and sidewalk activity should be maximized, especially along State Street between Harwood and Wauwatosa Avenue.

REDEVELOPMENT OPPORTUNITIES

- The Blanchard Street parking lots are relatively underused and are poorly connected to the district that they serve. These lots could provide additional parking and possible new development.
- Mixed use development of the old fire station site on Underwood Avenue may be advisable.
- Sites along or adjacent to State Street may have residential or neighborhood development possibilities.
- Continued growth on the County Grounds can provide a significant customer and potential residential demand for the Village and surrounding areas.

HART PARK

- The park is a critical asset for the Village, but the possible business synergies have not emerged to the degree that they should.

DESIGN STUDIOS

As mentioned earlier in this section, the Village design studios took place in November, 2010 and January, 2011. The first of these multi-day sessions focused on the Village center, with the January workshop addressing possibilities east of the core along the State Street corridor. The plan and strategies presented in Part Five reflect and refine the work done during this session. The work of planners and community members during the studio focused largely on the district's physical environment, including:

- **A streetscape concept for State Street.** State Street will be reconstructed between 68th Street and Wauwatosa Avenue. Establishing a concept to guide this transitional segment that connects the larger-scale industrial and commercial environment of State to the east with the intimate scale of the Village core is an important plan priority.
- **Traffic and parking.** Improving business access and the ease of use of the district, and balancing the functional needs of user groups was an important focus of the studios.
- **Connections.** The studios explored relationships among parking, parks and public space, businesses, and the district's streets. Connections between different parts of the large study area, and breaking of barriers between them, were seen as fundamental to the area's long-term growth.
- **Redevelopment opportunities,** investigating sites that could be available for change within the foreseeable future.
- **Parking,** addressing both the deployment of on-street parking and the design of existing public lots to increase parking supply with relatively moderate investments.

CHAPTER **5** THE VILLAGE PLAN





A PLAN FOR THE VILLAGE OF WAUWATOSA

The Village with surrounding commercial areas have evolved from the historic center of Wauwatosa through a period of decline to its current status as a unique urban destination for both the community and the entire Milwaukee metropolitan area. The Village has become one of those rare commercial environments that combine the specialty shopping and unique eating and drinking establishments of an urban destination district with the more routine goods and services offered by community commercial centers. Part of this dual role is generated by the Village's location at a traditional transportation nexus in this part of the metropolitan area. But other indispensable elements have been a growing consumer appreciation of the district's unique architecture and urban design characteristics; market and investment trends toward urban reinvestment that accelerated during the 1990s; strong surrounding neighborhoods; and effective organization and promotion through the BID. As such, goals to guide future investment in the district are related more to product enhancement – making incremental improvements to a successful district – than redirection, trying to change trends or external threats to viability.

As with other local districts in Tosa, such as the North Avenue corridor, residents of surrounding neighborhoods clearly understand the connection between the health of the business district and the enduring value of their residential areas. Consequently, residential neighbors have close relationships with the Village and patronize its businesses frequently, suggested by both the market analysis and the survey results. Unlike the local districts, however, the Village's diverse businesses also attract customers from a broader area, many of whom are unfamiliar with its streets, parking lots, and more hidden business areas. The Village BID has recognized this by installing wayfinding signs that direct people to the Village from regional approach routes. However, many of these visitors find the district difficult to navigate in and through. Greater user friendliness and linkage of its features and resources thus become significant priorities.

This section presents a unified strategy that includes short-term projects that make strategic, incremental functional improvements to more ambitious developments that use potential redevelopment opportunities to inject new uses and activity in the Village and improve the transportation network that brings people to its businesses. Together, this program is designed to secure the Village's role as a signature district and asset for both the City of Wauwatosa and the entire Milwaukee region.

GOALS FOR THE VILLAGE

A coordinated plan that addresses both short-term functional enhancements and long-term development opportunities for the Village will:

HELP CUSTOMERS FIND THEIR WAY TO AND AROUND THE DISTRICT, AND TO ITS BUSINESSES AND ITS SUPPORT FACILITIES. While neighborhood patronage is important to the Village, its businesses depend on their ability to attract customers from outside the immediate area. As a result, clarity to visitors without compromising the charm and hidden pleasures created by its "European-quality" local street pattern becomes especially important. This clarity is complicated by a regional street pattern that tends to route visitors around rather than to the Village core; and by barriers such as the Menomonee River and the railroad corridor that divide business subdistricts from each other and parking from destinations. Stakeholders and survey respondents identified wayfinding as a significant issue for the Village. Implementing an effective directional system is a relatively low-cost but very important district enhancement.

IMPROVE CONVENIENCE OF AND ACCESS TO PARKING.

While the Village core is a finely-scaled commercial area that is served by both transit and the regional Oak Leaf Trail network, most users reach the district by car. The best way of accommodating this fact of commercial life while maintaining pedestrian character is to get motorists to parking as quickly and directly as possible, and provide connections that encourage them to become pedestrians. In addition, customers must perceive parking

as convenient to their commercial objective. The area's largest parking areas – behind the Red Store or along the north side of Hart Park – are separated by railroad or road barriers or, in the case of the Red Store lot, perceived to lack observability and security. This both places pressure on prime parking areas or causes motorists to maneuver through the area searching for parking. Village customers should be able to find parking easily and reach their destinations easily and smoothly as pedestrians.

CREATE AN ATTRACTIVE STREETScape ALONG STATE STREET.

As it proceeds east of the Village core, State Street is the most direct link between the Village and Milwaukee, to US 41, and other visitor destinations such as Miller Valley. It also serves major community shopping centers east of 70th Street. The City is reconstructing State Street between 68th and Wauwatosa Avenue in 2011 and 2012. This section, characterized by a mix of residential and small-scale commercial uses, is an interesting transition between the larger format, commercial and industrial uses east of 68th and the intimate environment of the traditional Village district. The street design and streetscape should recognize this role that combines pedestrian and automotive environments.

IMPROVE THE DISTRICT'S COMFORT AND SAFETY FOR PEDESTRIANS AND BICYCLISTS.

While the Village is a pedestrian-oriented district in scale and design, and is directly served by the Milwaukee region's renowned Oak Leaf Trail network, several problems make the area less pedestrian-friendly than it should be. Foremost among these is the difficulty of crossing the State/Menomonee River Parkway and Harwood intersection, the nucleus of the Village core. Other difficult pedestrian crossings include Underwood and Harmoniee, Harwood and Harmoniee, and Harwood and Wauwatosa Avenue. The core's street pattern and grades also complicate direct access by requiring pedestrians to walk around blocks and sometimes climb hills. Bicycle access to the district is relatively good along the trail, but support facilities such as bicycle parking are scarce. Finally, while the State Street portion of the corri-



Parking Barriers. Parking along the north side of Hart Park is geographically convenient to the Village and State Street businesses, but separated from them by the railroad corridor.

dor has relatively good sidewalks on the north side, commercial buildings are separated from the street by large parking lots and lack direct pedestrian links to sidewalks or bus stops.

CONNECT HART PARK TO THE VILLAGE BUSINESS CORRIDOR.

Hart Park's many resources include the football and track stadium, baseball park, tennis courts, amphitheater, and senior center, and near-term plans will add a pavilion and play area to complete the park's master development plan. The park's features attract hundreds and sometimes thousands of users (and potential Village customers), but is separated from the business center by the Canadian Pacific tracks. While the park has railroad grade crossings at 68th, 70th, and 72nd, safe passage to the center requires a detour to the protected Harwood Avenue crossing. As a result, many pedestrians cross the tracks illegally and unsafely without a protected crossing. But other park users simply forgo going to the Village, representing a lost business opportunity. The park and Village should reinforce each other as part of a unified community resource.

IMPROVE VILLAGE TRAFFIC CIRCULATION AND ACCESS TO



State and Harwood. This intersection connects Harwood, the "signature" commercial street of the Village leading to Root Common with the Harwood pedestrian bridge, and is a critical pedestrian crossing. However, through traffic on the State/Menomonee River Parkway corridor moves uninterrupted through the intersection, creating a significant barrier to pedestrian access.



State Street Corridor. Reconstruction of this area between 60th and 68th is complete, with completion to Wauwatosa Avenue scheduled for 2011/2012.



The Harmonee Avenue Bridge. This project, providing a direct connection between Watertown Plank and 76th Street, solved a serious bottleneck in the middle of the Village and made the iconic pedestrianization of the Harwood bridge possible, but created other business access problems.

AREAS SEPARATED FROM THE CORE. As mentioned previously, the Wisconsin 181 project originally proposed during the 1970s and executed during the 1980s connected Watertown Plank Road and Wauwatosa Avenue (76th Street) with the Harmonee Avenue bridge, creating a bypass around the village center. While this solved an increasingly severe congestion problem at the core, it also created other traffic flow problems that have complicated access to the Village’s businesses. Among these problems are limiting access to businesses on Underwood north of Harmonee and south of the railroad from the main district, and creating a one-way pattern on Harwood and Underwood between State and Wauwatosa that challenges visitors. While a complete fix to all traffic and business access issues in this tight district may prove unfeasible, a goal of the plan is to make at least incremental improvements that improve matters without compromising smooth traffic operations.

IMPROVE PUBLIC SPACE IN THE VILLAGE. Hart Park is the study area’s premier public park, but small public spaces are key to the environment of a special district. Most important of these is the historic Root Common, the district’s historic green but also something of a victim of traffic system changes that split the space in half. Today’s Root Common lost its central feature, the Pioneer Fountain, and is an unadorned, and underused, grass area. The public space system of large and small places and the streetscape should together contribute to a quality environment that become stages for activity and enjoyment.

IDENTIFY AND PROGRAM REDEVELOPMENT OPPORTUNITIES. Many of the goals for the Village plan are relatively small-scale functional adjustments that have major benefits. However, the quality of the district also opens large scale reinvestment opportunities that keep the area vital, provide new commercial, office, and residential space, and encourage innovation. Several potential sites involve public lands, such as the old fire station site on Underwood north of Harmonee; others reprogram obsolete land uses that were once appropriate but are now experiencing other development pressures.



Root Common.

INCREASE THE RESIDENTIAL POPULATION IN AND AROUND THE VILLAGE. While great residential neighborhoods surround the Village study area, new residential development has begun to appear in and around the village core, and in major apartment projects along the State Street corridor. Continued residential development increases the walking or biking-distance population, builds a sense of community, responds to market demands, and expands the local customer base.

INCLUDES BOTH SHORT AND LONG-TERM PROJECTS. An effective, strategic development program for the Village should include both highly visible, short-term actions that strengthen credibility and make palpable improvements; and longer-term recommendations that will take some time to emerge. Therefore, this plan takes the relatively unusual strategy of combining the substance of recommendations with time frame – establishing a short-term action agenda that strengthens the district and



helps larger-scale projects emerge.

A VILLAGE DEVELOPMENT STRATEGY

The strategy for the expanded Village study area merges from the guiding goals described above, the potential markets described in Part Three, and the needs and directions identified during the community engagement process. It is an approach that combines incremental initiatives that will address specific, immediate issues with longer-term, ambitious developments

that address transportation issues and take advantage of substantial development opportunities. This approach can be described at three levels:

- **A Geographic Framework**, envisioning the complex study area as six interlinked strategy areas, each with specific focuses and priorities, that combine into a unified whole.
- **A Circulation Framework**, considering the structural framework of moving people more effectively to and through the district.

A Geographic Framework. The overall Village study area may be seen as a unified district made up of six interlinked strategy areas, each with specific focuses and priorities.



Village Center: Master Plan Highlights

- 1 State and Harwood Intersection Redesign
- 2 Root Common South Design and Parking
- 3 Root Common North Terraces
- 4 Two-Way Harwood Avenue
- 5 74th Street Pedestrian Railroad Crossing
- 6 Harmonee-Underwood Redesign
- 7 Harmonee Widening
- 8 Old Fire Station Site Redevelopment
- 9 Blanchard St. Redevelopment
- 10 Improved parking lot and trail lighting and security
- 10 Trike Track

- **Project Focuses**, describing individual projects in greater detail and fixing them in an implementation sequence of short, medium, and long-term actions.
- **Policy**, considering public and private actions and guidelines that advance the goals of the continuing development of the Village.

THE GEOGRAPHIC FRAMEWORK

In this analysis, the Village’s six strategy areas include:

- **The Village Center.** This area, north of the CP tracks and generally west of 74th Street, includes the historic core district and is the area that most people visualize when they think of the Village of Wauwatosa.
- **Village South,** the continuation of the Village south of the

Harwood pedestrian bridge and the Canadian Pacific tracks. This area includes some of the Village’s primary parking and is connected to Hart Park, but is linked by road only by the Harmonee Avenue bypass.

- **State Street District,** a mixed use segment between 68th and 74th Street, transitioning from the dense Village Center to the larger formats of industrial, commercial, and residential development to the east. The street is the site of the next phase of the State Street reconstruction project.
- **Hart Park,** Wauwatosa’s great civic open space west of 68th between the railroad and the river, and in the process of a major reconstruction program.
- **The “Reef,”** the segment of State Street between 60th and 68th including an unusual combination of heavy industrial, high-quality residential, and community commercial uses and bordered by the Schoonmaker Reef, a designated National Historic Landmark.
- **River Drive,** a primarily industrial corridor between the Menomonee and the Canadian Pacific that also includes Hart Park Square, a senior living community. Flood control projects on the Menomonee will open this area to new uses.

STRATEGIES BY SUBAREA

This section highlights plan approaches for each of the six subareas, and how these connect together.

THE VILLAGE CENTER

- **Improve the critical intersection of State and Harwood** to calm traffic, improve the safety and comfort of pedestrians crossing State Street, and more effectively link Harwood, the pedestrian bridge, Village South, and adjacent parking.
- **Improve access to and parking for businesses along Harwood between State and Wauwatosa** by instituting two-way, low-speed circulation on Harwood, linking the street more effectively to the neighborhood street network, adding parking along Harwood, and reducing hazardous traffic con-

flicts.

- **Enhance both the north and south portions of Root Common** to restore the Common's traditional role as a neighborhood green and social space, and use it as a catalyst for continued business investment.
- **Provide a safe, direct connection between Hart Park and the Village Center** by both providing a new pedestrian crossing over the Canadian Pacific connected to the Oak Leaf Trail and the Village, and preventing unsafe and illegal "short-cut" crossings over the tracks.
- **Strengthen businesses on Underwood Avenue north of Harmonee Avenue** with improved access and safety by widening Harmonee between Menomonee River Parkway and Underwood, and intersection improvements.
- **Redevelop the old fire station site and the Blanchard Street parking lots** for new, mixed use development and additional convenient parking.
- **Take advantage of spaces behind buildings and existing alleys** to provide unique, shared access on easily negotiated grades for pedestrians and service vehicles.
- **Increase the sense of safety and security offered by the Red Store lot** by increasing lighting, providing call-boxes, strengthening the connection under the Harmonee Avenue Bridge, and adding an active (but reversible) feature at the west end of the lot such as a "tricycle track" for kids to practice riding.
- **Use the topography of the Village Center effectively to enhance development possibilities and reduce barriers.**

VILLAGE SOUTH

- **Improve the intersection of Harmonee and Harwood/Watertown Plank Road** by realigning the intersection, increasing left-turn capacity from southbound Harmonee into the Village, providing clear wayfinding information, and creating a safe pedestrian route across the through street.
- **Establish a clear south entrance into the Village** by creating a signature gateway as part of a redesign of the Harwood/Harmonee intersection, marked by public art, attractive light-



Village South: Master Plan Highlights

- 1 Harmonee and Harwood Intersection Redesign
- 2 Village South Gateway
- 3 Pedestrianized Harwood Streetscape
- 4 Improved parking lot and trail lighting and security
- 5 "Trike" or "Training Wheels" Track
- 6 Monitoring of Western Building Products

ing, and other entrance features. A strong gateway helps secure a connection between the Village and the Medical Center for staff, patients, and families.

- **Strengthen the pedestrian character of Harwood between Harmonee Avenue and the pedestrian bridge.** This segment, basically a cul-de-sac that leads to the bridge and parking lots, still has the scale and dimensions of a through street. Combined with a new gateway at the intersection, a pedestrian environment more like that of the bridge and the Village Center reinforces the status of Village South as an extension of the core district and reaches out to the customer base at the medical center and future County Grounds campus.
- **Increase the sense of safety and security offered by the Red Store lot.** This lot also serves businesses in the Village South subarea.
- **Monitor the future of major industrial uses along the river.** Industries here are productive and valued parts of the overall district. However, should industrial occupants choose to relocate, these riverfront sites could have significant development potential.

STATE STREET

- **Provide a safe, direct connection between Hart Park, the Village Center, and State Street businesses.** This establish-



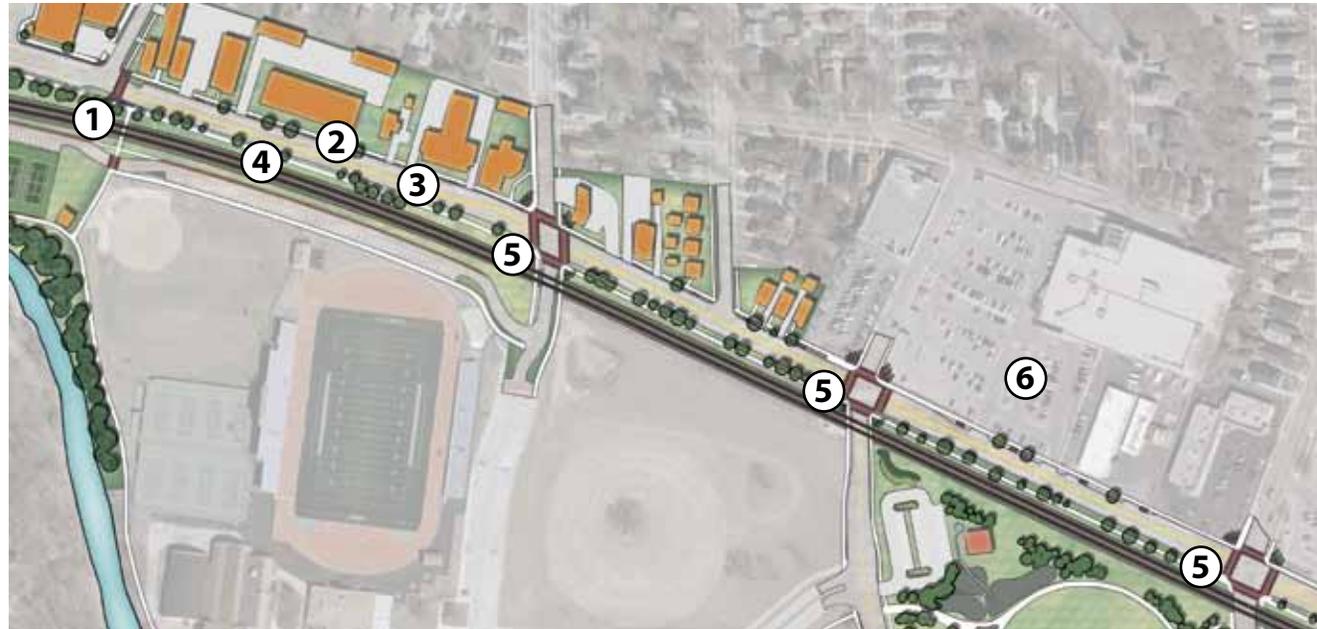
Village South conditions. Top: Harwood Avenue looking toward the pedestrian bridge. The street should form a stronger southern gateway to the Village. Above: Parking lot at the Red Store and the Harmonee Avenue Bridge. The back side of this parking lot cannot be developed for environmental reasons, but isn't used as parking because of its lack of visibility from the busier parts of the district.

State Street: Master Plan Highlights

- 1 Railroad and 74th Street Crossing
- 2 New Streetscape
- 3 Two-lane Street Section
- 4 South Side Path
- 5 Multi-modal Intersections
- 6 Pedestrian Paths to Front Doors



The Path to Walgreen's. Other detached developments in the community commercial area should also provide better pedestrian paths from the State Street sidewalks and bus stops to the entrances of major retailers.



es a new protected pedestrian grade crossing and improved street crosswalk that takes people to 74th and State, a strategic business location.

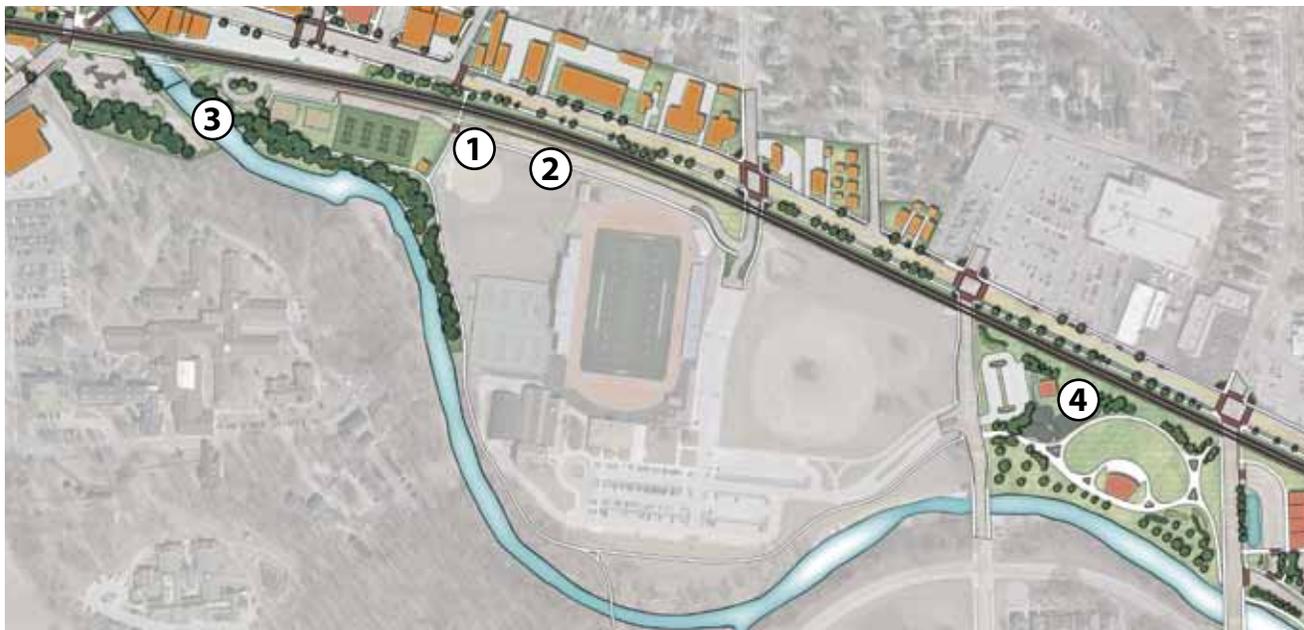
- **Create a sidewalk streetscape consistent with the scale of the commercial and residential environment.** This includes comfortable accommodations for pedestrians, appropriate detail, and a separation of pedestrian and automobile domains.
- **Establish a street section that accommodates various user needs,** including travel lanes consistent with the rest of the corridor, on-street parking needed by adjacent businesses, and a shared lane capacity for the more experienced transportation-oriented bicyclists who tend to travel on this street.
- **Provide a path on the south side of State Street.** This encourages parking on the south side of the street and improves connections to Hart Park, as well as increasing pedestrian access through the corridor.
- **Provide attractive, easily negotiable intersections at all**

key intersections. Intersection design should include clear crosswalks, left-turn capacity that keeps eastbound to southbound traffic out of the main traffic stream, particularly when trains are passing; and includes thematic features.

- **Connect commercial destinations with the State Street sidewalks.** Commercial centers set back from the street should provide clear and comfortable paths for pedestrians and bicyclists.

HART PARK

- **Connect park and Oak Leaf Trail to the proposed 74th Street railroad and street crossing.** This link would extend from the trail between the ballfield and tennis courts.
- **Define a pedestrian path along the parking lot parallel to the railroad.** While space is unavailable for a separated walkway, defining a pedestrian “zone” within this linear parking lot provides a safer and more predictable slow-speed environment for both pedestrians and motorists.



Hart Park: Master Plan Highlights

- 1 Oak Leaf Trail connection to new 74th Street Crossing
- 2 Differentiated pedestrian path along Hart Park parking
- 3 Turnaround
- 4 Pavilion and Interpretive Playground

- **Provide a turnaround at the west end of the Hart Park lot.** This can reduce traffic conflicts within the lot and could also accommodate a potential link between the Village and Hart Park lots on either side of the river, should such a connection become desirable.
- **Complete the proposed improvement program for Hart Park,** including a pavilion, parking, and an interpretive play area.

THE REEF

- **Establish the area north of State and east of 68th as a major residential area,** continuing ongoing trends. Major projects include the existing Reserve Apartments and the future Enclave project immediately north. A site north of the Grede Foundry has planned development approval for up to 230 units.
- **Provide a pedestrian/bicycle pathway connecting this residential area to community commercial development at 68th Street.** The plan envisions a multi-use path at the foot

of the Schoonmaker Reef, establishing an easy walking/biking environment to supermarkets and other retail in the State Street corridor.

- **Interpret the Schoonmaker Reef and its geological and historical importance.** This 425 million year old fossil reef is a National Historic Landmark, important both for its intrinsic resources and in the history of paleontological and geological study in the United States. A trail connecting residential and retail development in the area can also become an avenue for interpreting this important resource.
- **Develop a traffic pattern that insulates neighborhoods to the north from unwanted traffic.** Traffic generated by residential development should generally be directed to the south along State Street rather than into single-family areas to the north. Traffic channeling devices like roundabouts and a signalized intersection at 62nd Street can encourage southbound exiting and discourage winding through neighborhoods to the north.
- **Provide effective stormwater management and design**



Hart Park priorities. Top: This linear parking lot parallels the railroad and State Street. A differentiated path would provide a clear zone for pedestrians away from backing cars and would be connected to the proposed 74th Street crossing. Above: Concept for the Hart Park Pavilion, designed to complement the architecture of the amphitheater bandshell.

The Reef: Master Plan Highlights

- 1 Pedestrian Paths to Front Door
- 2 New Apartment Development
- 3 Neighborhood Park/Stormwater Management Area
- 4 Reef Interpretive Trail
- 5 Schoonmaker Reef
- 6 62nd Street Residential
- 7 Apartment Drive
- 8 New Commercial Building
- 9 Roundabout with Pedestrian Link
- 10 62nd Street Roundabout
- 11 Signalized Intersection
- 12 Enclave Apartments (Planned)
- 13 Reserve Apartments (Existing)
- 14 Possible Street
- 15 Grede Foundry
- 16 Eckert Door Company



Redevelopment site and the Schoonmaker Reef. The site to the left of the photograph has approval for up to 230 multifamily units. The plan proposes a trail at the foot of the hill to the right, the site of the Schoonmaker Reef.

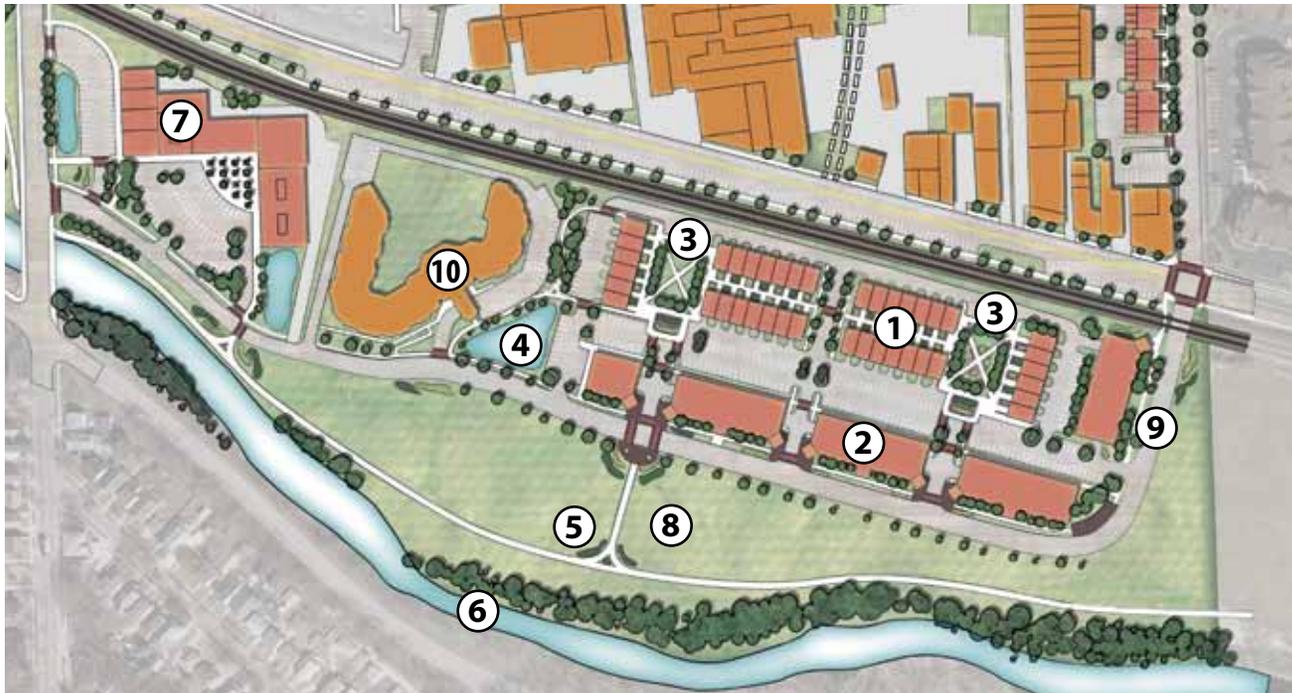
parking and open space to minimize continuous impervious coverage. Residential development in this area should be sustainable both from a walkability perspective and by managing stormwater effectively. Open space should be configured to provide neighborhood green areas, detain stormwater, and buffer new residential from existing industries along State Street.

RIVER DRIVE

- **Use the opportunity created by the Menomonee River flood control project to develop new uses that increase the Village’s population.** Flood control investments upstream are taking the River Drive area out of the flood plain, opening opportunities for redirecting land use. The Village strategy proposes continued development of residential with mixed retail, service, and workshop space in this area. Development would be phased to utilize underused sites on the eastern side of the development area first.
- **Provide connections to parks and open space resources**

in the area. New development should be linked to Hart park and the Oak Leaf Trail by a pathway extension east of 68th Street. The River Drive area could also be connected to Jacobus Park on the south side of the river with a new trail bridge.

- **Reroute River Drive to increase developable area and help warrant a new signalized intersection at 62nd Street.** This completes an access system proposed for the Reef area, designed to prevent traffic from encroaching on residential areas to the north, specifically along Martha Washington Boulevard.
- **In the future, consider reutilization of the current County Parks maintenance building for both commercial purposes and innovation.** While the County plans to continue using its maintenance site at 68th and River Drive, long-term plans could include moving to a more modern and efficient facility. If this were to happen, a reuse program could complement proposed residential development by combining commercial development along 68th with new uses, including an incubator, entrepreneurial workshop space, or art stu-



River Drive: Master Plan Highlights

- 1 Townhouse/Urban Attached Residential
- 2 Multifamily Residential with Workshop or Retail at Street Level
- 3 Neighborhood Commons
- 4 Expanded Detention
- 5 Trail Link and Extension
- 6 Possible Bridge to Jacobus Park
- 7 Commercial Addition/Incubator at County Parks Site
- 8 Honey Creek Green
- 9 Relocated River Drive Intersection to 62nd Street
- 10 Hart Park Square (Existing)

dio spaces in the large existing buildings. This would reinforce the Village's reputation as a center for urban innovation.

THE ACCESS FRAMEWORK

VILLAGE CENTER

The Village Center's overall access framework remains intact in the plan concept. While nostalgia sometimes causes people to remember fondly "the good old days" when traffic came over the Harwood Avenue bridge and through the heart of the traditional town center, historic pictures show that the Highway 181 bypass concept was ultimately designed to solve a serious traffic problem. Indeed, many of the features that have made the Village so popular today – the pedestrian scale, dining or strolling on the Harwood bridge, and the relative quiet of two of the district's major shopping streets – are possible largely because regional traffic goes around the core of the district.





Traffic in the “Good Old Days.” Overall, the separation of through and local traffic has been beneficial to the district and solved a major problem. But issues persist.

To review, through traffic is distributed in a triangle around the Village Center, the sides of which are Harmonee Avenue, Wauwatosa Avenue, and State Street/Menomonee River Parkway. Traffic enters this triangle from the southwest along Watertown Plank Road/Harwood Avenue, from the north on Wauwatosa Avenue (76th Street) and from the east on State Street. Within the triangle, southbound Harwood and northbound Underwood provide local access, and Underwood, Harwood, and one-way eastbound Blanchard Street radiate out from it into surrounding neighborhoods.

While this system provides a clear and reasonably well functioning system for through and regional traffic, it is not perfect and poses some significant issues for the Village Center itself. These include:

- **Separating businesses outside the triangle from comfortable pedestrian and sometimes vehicular access to them.** The difficulties experienced by pedestrians crossing State Street at the critical Harwood intersection are emblematic, but not the only such problem. For example, afternoon peak hour left turns from Harmonee, and both geometry and traffic here makes pedestrian crossing difficult. Similar problems occur at several points on the regional access triangle.
- **Awkward local circulation and access.** This is a particular problem around Root Common, where access to Harwood is unclear and limited to entry from the north. A customer entering the district on State and unable to find on-street parking is in the disconcerting position of seeing the destination and not being able to get to it. The nature of the traffic system tends to deny users repeat opportunities, and channels them away from the center.
- **Disorientation and lack of logical cues.** Navigating around the Village can be an art that comes from experience, a common problem in districts that depart from a traditional urban grid. Yet the Village offers few helpful hints to its visitors, who find themselves trying to locate in a car what is better discovered on foot.
- **Sensory overload and decision making.** The overlay of a re-

gional bypass on a European-scaled converging street network results in many things happening at once: short blocks, weaves, driveways very close to intersections, and unusual geometries along streets and at intersections. This, combined with the richness of the built environment, requires motorists to make quick and not always correct decisions.

- **Pedestrian and bicycle access.** In some ways, pedestrian and bicycle access to the Village Center is exemplary. The regional trail system leads users naturally to this point, and the Oak Leaf Trail is connected to the district’s heart by its iconic Harwood pedestrian bridge. But as we have seen, the combination of the surrounding regional traffic triangle and a busy double-tracked railroad creates significant challenges to residents and customers when they move under their own power.
- **Parking outside the triangle.** Most of the public parking serving the Village Center is outside the primary access triangle, a good development that preserves the density of the inner core. However, it tends to exacerbate the dividing effects of the railroad, regional traffic system, and even the river.

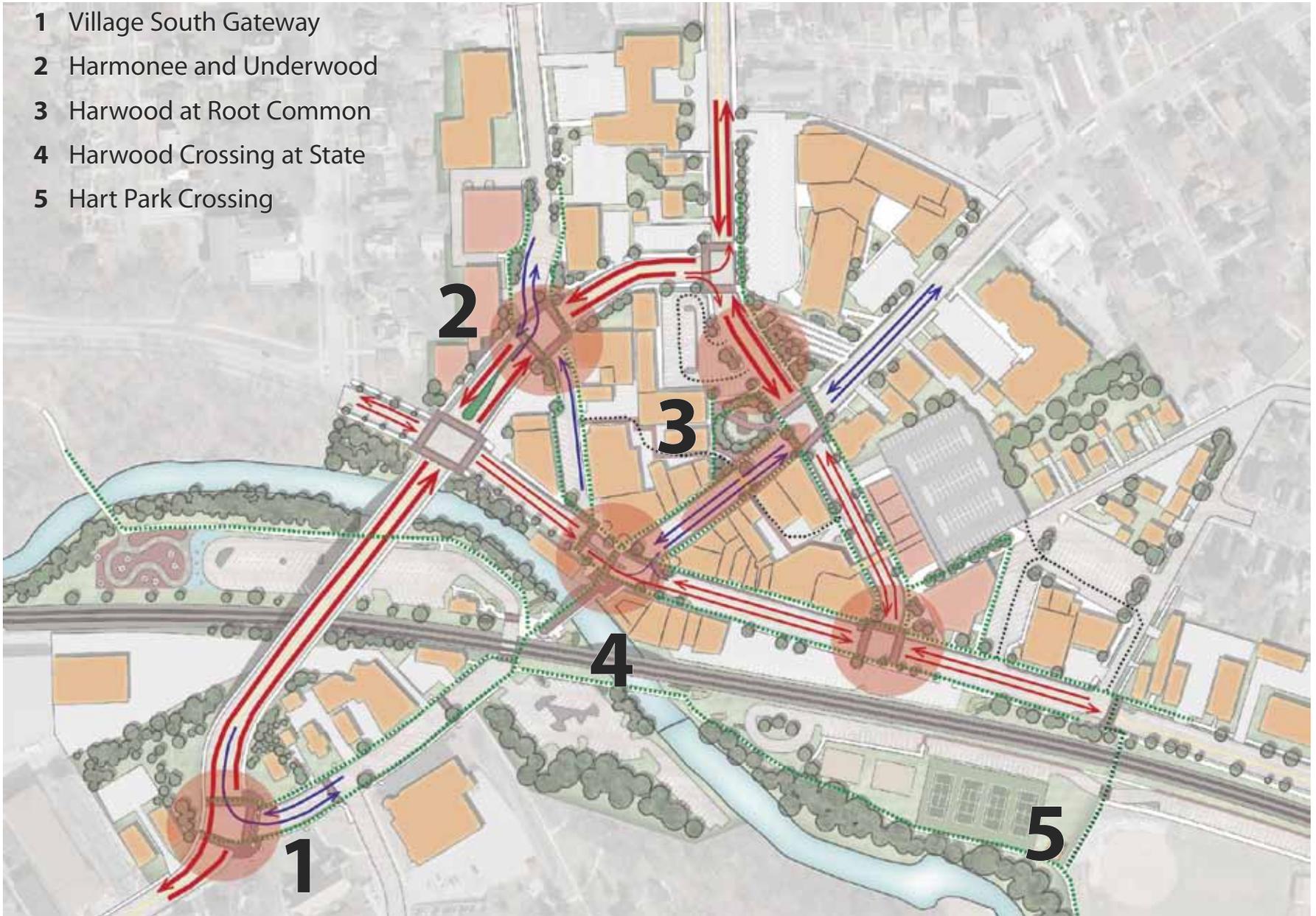
The Access Diagram on the opposite page illustrates the proposed transportation system. Most changes are incremental, making adjustments at specific locations that address functional issues. The discussion below presents these individual focus areas, some of which are addressed in more detail as Project Focuses below.

SOUTH GATEWAY: HARWOOD AND MENOMONEE

The Problem

- **Geometry.** Harwood appears to be the through movement, although the primary traffic stream follows the Harwood/Harmonee bypass. This produces a combination of a t-intersection and free-flowing right-turn, increasing the total amount of pavement and complicating pedestrian and left-turning

- 1 Village South Gateway
- 2 Harmonee and Underwood
- 3 Harwood at Root Common
- 4 Harwood Crossing at State
- 5 Hart Park Crossing





Railroad crossing at the pedestrian bridge. Gates and lights protect motorists headed for parking and the Red Store, but the trail channels pedestrians and bicyclists behind the gates. Pedestrian-oriented warning equipment would promote greater safety.

movements.

- *Inadequate left-turn stacking back to the Village parking lots and Harwood businesses from southbound Harmonee.*

- *Poor definition of Harwood as a Village gateway.* Ironically, the fact that Harwood appears to be the through movement visually reduces its importance and visibility as a primary entry to the district. Visibility is extremely important because of the large customer base to the southwest and the amount of traffic using the Highway 181 system.

- *Impossible pedestrian crossing.* It is nearly impossible for pedestrians to cross legs of this intersection safely.

Recommendations

1. Minor realignment. A minor change in the geometry of the interscetion makes Harmonee/Harwood the primary movement

with Harwood continuing toward the bridge the secondary leg of a T-intersection. This provides more conventional pedestrian crosswalks and allows additional left-turn stacking for Village-bound users from southbound Harmonee to Village South businesses, parking lots, and the Red Store.

2. Village Gateway. The intersection realignment provides opportunity for a strong south gateway feature, increasing the district's visibility and clarity, and directing people to large parking lots south of the river.

3. Improved streetscape. The Harwood Avenue streetscape between the bridge and the Harmonee intersection should read as a continuation of the quality of the pedestrian bridge, further strengthening the link between this key approach intersection and the Village core.

4. More visible pedestrian and trail warnings at the railroad crossing. Warning signals at this access to parking and the Red Store





The Harwood Bridge from the south. Continuing some of the details of the bridge on Harwood to the Harmonee intersection would help visually unify the Village Center and Village South subareas.

are entirely oriented to motor vehicles. However, pedestrian and bicycle traffic crossing the tracks is at least as heavy, but is rather informal. For safety, more clearly visible lights and gates should be installed to maintain safety for non-motorized users.

HARMONEE AND UNDERWOOD

The Problem

- **Restricted Left Turns.** Left turns from Harmonee to northbound Underwood are restricted at key times, including afternoon peak hours. This affects businesses outside the triangle and may have an impact on redevelopment of the old fire station site. In any case, left turning movements on the short block between Menomonee River Parkway and Underwood can create traffic backups.

- **Geometry and Grades.** The angle created by the grid with the diagonal Harmonee Avenue bypass, combined with grades at this location, create visibility problems that are difficult for both pedestrians and motorists. This further contributes to a sense of division between businesses in and out of the triangle.



Recommendations

1. Harmonee Avenue Widening. Potential redevelopment of the old fire station site and adjacent development opens the possibility of a minor widening of Harmonee to add a left-turn lane. The block length here is too short to permit a free left-turn only lane. Given the existence of alternative routes, the eastbound to northbound left turn onto Underwood is most important for a protected movement. As a result, left turns could be permitted here at any time. The existing left-turn from southbound Harmonee to eastbound State would remain unchanged.

2. Realignment. Redevelopment also permits a realignment of Underwood as it approaches Harmonee to an intersection that approximates 90 degrees. This improves visibility and safety for motorists and creates a more crossable intersection for pedestrians. New crosswalks should be clearly defined with contrasting materials or colors.

HARWOOD AT ROOT COMMON

The Problem

- **One-Way Access.** One-way southbound travel on this key block

of Harwood, instituted with the bypass concept, denies access from the south, creating considerable frustration and customer disorientation. This causes customers approaching from State Street, for example, to continue along State to Underwood and attempt to navigate through three additional turns, two traffic signals, and the difficult southbound entrance to Harwood to reach their destination.

- **Awkward entrances.** The southbound Harwood is actually a combination of pre-bypass segments of 76th Street and Harwood. They now create an awkward sequence that is also complicated by the drives serving the Village Faire shopping center.

The primary entrance to this center is also dangerously close to the Harmonee and Wauwatosa Avenue intersection.

- **Parking.** Because of the lack of public parking within the triangle, on-street parking on Harwood is in demand but both scarce and hard to find.

- **Neighborhood connections.** The pattern interrupts the traditional north-south continuity of Harwood, which reduces links to neighborhoods and between businesses north and south of Wauwatosa, and can increase the number of unwanted mid-block left-turns.



Recommendations

1. Reinstitute two-way circulation on Harwood from State to Wauwatosa. This simplifies circulation in the area and provides access from both directions. Perpendicular parking would be provided on the west side of the entire block between State and Wauwatosa, adding to the district's inventory of convenient parking. This street is envisioned as an extremely low-speed environment whose detailed design should include shared space for all users.

2. Redesign the Village Faire parking lot by relocating entrances and coordinating the lot with some additional public parking. Relocating the particularly in view of the high traffic generators in the center. A redesign also adds additional publicly available parking to the lot.

3. Expand Root Common into the old Wauwatosa Avenue right-of-way. This provides a more functional public green, while providing adjacent businesses with convenient parking off Wauwatosa Avenue.

4. Maintain existing service access across Harwood.

5. Consider a three-lane section on Wauwatosa between Harwood and Harmonie, with the center lane reserved for left turns from Wauwatosa to Harmonie only. This may be adequate to serve through traffic while getting left-turning movements out of the through traffic stream.

Additional information on the Harwood/Root Common concept is presented below.

HARWOOD AND STATE

The Problem

- **Traffic speed and visibility.** Traffic at this key point in the Village is uncontrolled and tends to move through the curve at the base of the hill at relatively high speeds for a pedestrian-oriented space.

- **Difficult pedestrian crossing.** Harwood is the key pedestrian axis in the district, and the link between its major public spaces. Traffic flow on State interrupts this, and the curvature of the street and building siting on property lines makes it difficult for pedestrians to gauge gaps in traffic. In addition, both crosswalks from the south side of State lead to the same location – the northwest corner of the intersection.

- **Access to Harwood.** One-way south circulation on Harwood prohibits legal access by cars and service vehicles to Harwood businesses.

- **Neighborhood connections.** The pattern interrupts the traditional north-south continuity of Harwood, which reduces links to neighborhoods and between businesses north and south of Wauwatosa, and can increase the number of unwanted mid-block left-turns.

Recommendations

1. Redesign of the intersection to smooth the curvature and provide a landscaped pedestrian Enclave. This technique improves the street alignment, calms traffic which now has an ample but narrower window to move through, and greatly simplifies the pedestrian crossing by requiring pedestrians to clear only one direction of traffic at a time. The redesign is accomplished by establishing a new curb line near the present joint between pavers and sidewalk on the northwest leg of the intersection. This has no effect on current outdoor dining areas.

2. Full access from State to northbound Harwood. The Enclave median is shortened to provide left turn access from eastbound State to northbound Harwood.

3. A new crosswalk from State to the northeast quadrant of the intersection. This permits pedestrians access to both corners. However, the median would not extend to protect this crossing.

The Focus Project discussion below provides additional information on the Harwood Crossing concept.





The Harwood and State intersection in plan today and proposed. The recommended modification would pull the curb line back to the joint between pavers and the existing concrete sidewalk, in exchange for establishing a pedestrian refuge median.

HART PARK CROSSING

The Problem

Lack of pedestrian connection between Hart Park and the Village. This gap in access occurs at a very strategic location, be-



tween the existing street grade crossing at 72nd and the pedestrian crossing at the Harwood Avenue Bridge. Three problems emerge because of this:

- Park users are less likely to walk over to the Village and patronize its businesses before or after attending park events.
- Some people illegally cross the tracks.
- Hart Park's linear parking lot is physically close, but cannot be used to add to the district's inventory.

Recommendations

1. *Establish a protected pedestrian crossing over the railroad on the approximate alignment of 74th Street.* This grade crossing would be fully protected by signals and crossing gates. The path would continue with a defined crosswalk at 74th Street. This location also ties directly into the Oak Leaf Trail.
2. *Provide ornamental security fencing for the entire distance of the railroad between 72nd Street and Harwood.* This prevents unauthorized crossings and channels all pedestrians into one point. It also tends to focus pedestrian crossing of State Street at the 74th Street intersection. In addition to the four sub-district centers, the two edges of the East Town Tosa district deserve special attention. This gateways, at the 60th Street and Wauwatosa Avenue intersections, should both identify the district as a special precinct and provide a bridge to these same adjacent parts of North Avenue to the east and west.

STATE STREET

The State Street corridor will maintain its current role in the transportation framework of the Village study area – a minor urban arterial that connects Downtown Milwaukee with Wauwatosa. The street was reconstructed between 60th and 68th as a two-lane section with on-street parallel (and in one industrial segment, head in perpendicular) parking in _____. The project included new sidewalks on the north side as well. Completion of the project between 68th and Wauwatosa



Proposed 74th Street Crossing. Left: Crossing location looking toward Hart Park and the Oak Leaf Trail. Below: Aerial photo of existing conditions and plan view of proposed crossing. Additional details are presented in the Focus Projects section later in this chapter.



Avenue is scheduled for 2012. Because the design of the street and its streetscape is intrinsic to its transportation function, these issues are considered here.

Basic Street Section

To maintain its transportation function and be consistent with the previously completed street segment, State Street between the curbs should:

- Maintain two travel lanes.
- Provide on-street parallel parking on both sides in a curb lane defined by a white stripe, with marked spaces for maximum efficiency. Parking is important to support businesses on the north side of the street. Defining the extent of the parking lane tends to moderate traffic speeds and prevent the dangerous practice of passing on the right in areas without parked cars. The striped parking lanes also act as virtual bike lanes when parked cars are absent.
- Provide a protected left-turn lane at signalized intersections with appropriate transitions.

Streetscape and Pedestrian Environment

While its detached buildings establish a lower density than the highly urban Village Center, State Street's mixed use environment west of 68th is still strongly street-oriented. Consequently, a positive pedestrian environment is important. An appropriate design approach should include a degree of detail and scale intermediate between the larger scale east of 68th and the fine urban scale of the core. The north side, concept adjacent to commercial and residential development, includes:

- A five to six foot basic sidewalk, separated from the curb by a six foot tree lawn and a 24-inch maintenance strip directly behind the curb.

- Use of colored concrete accents along the maintenance strip, with panels carried back through the tree lawn and the primary sidewalk.

- Continuation of the twin globe street lights used elsewhere on the street and in the Village.

- Corner seating areas or plazas, coordinated with transit stops.

- Details such as inlaid ceramic tiles or thematic medallions within accent panels.

Pedestrian access on the south side of State, now absent, was strongly supported by survey and stakeholder group participants. The south side concept, adjacent to the railroad, proposes:

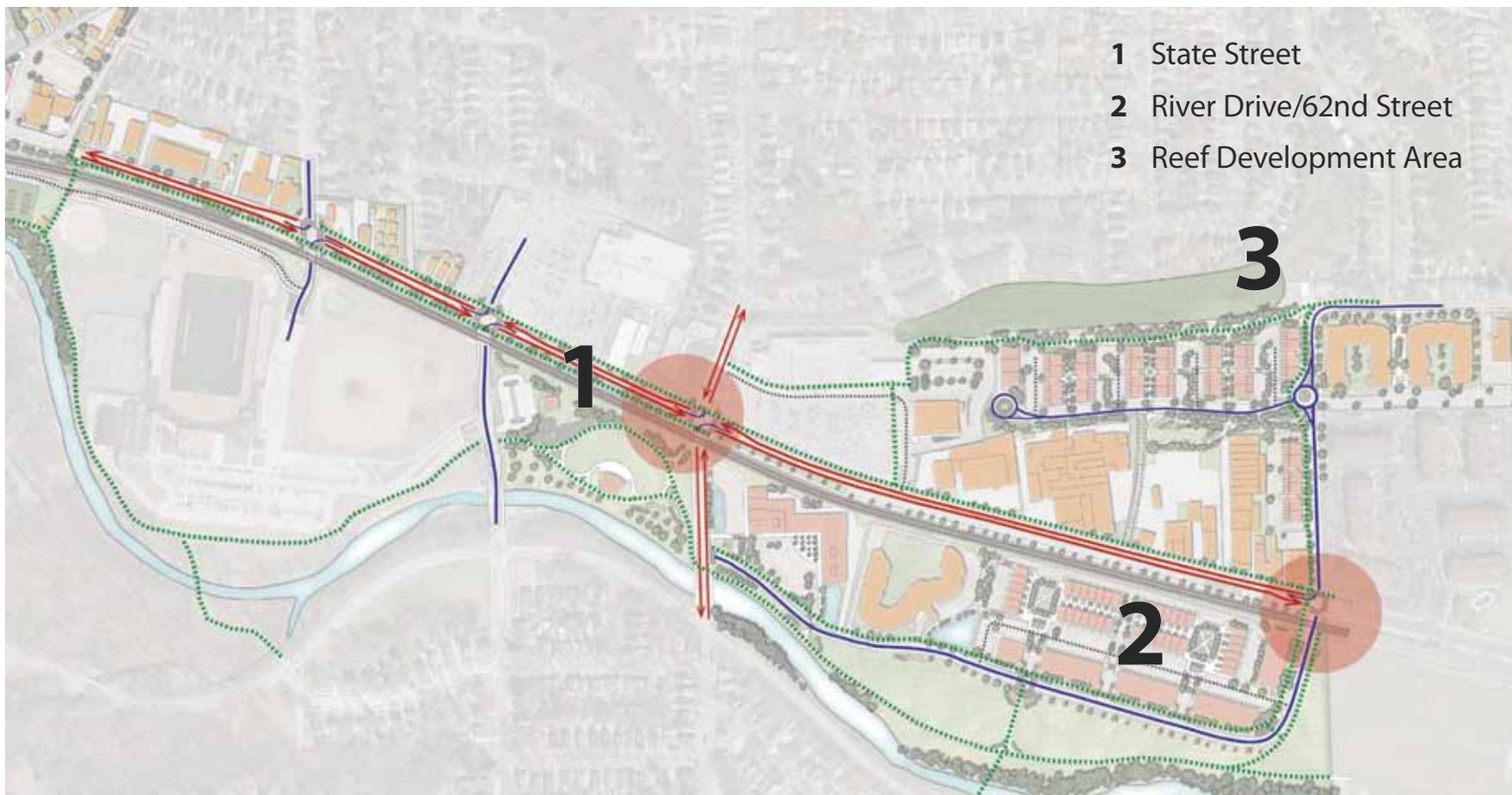
- A six-foot pedestrian path in the area between the end of the sidewalk at the east edge of the Chancery parking lot and 68th Street. This path should wind and provide a different look from the urban district-character on the north side of State. It is *not* intended as a bicycle path.

- An ornamental security fence along the railroad, consistent with existing installations. This fence would be interrupted only at the proposed pedestrian crossing at 74th Street.

Finally, crosswalks clearly defined by patterned or colored paving should be provided at the 68th, 70th, 72nd, and 74th Street intersections.

Bicycle Transportation

The State Street corridor is a popular bicycle route, but is generally favored by cyclists comfortable with riding in mixed traffic. The parallel Oak Leaf Trail west of 68th serves cyclists who are less comfortable with operating on streets. For the section and volume of State Street, sharrows (or shared lane markings) combined with striped parking lanes, are a satisfactory bicycling en-



- 1 State Street
- 2 River Drive/62nd Street
- 3 Reef Development Area

environment. Dedicated bike lanes would require removal of parking on one side of the street, creating issues for businesses on the corridor.

EAST OF 68TH: RIVER DRIVE AND THE REEF

Between 60th and 68th, the role and section of State Street was firmly established by the completed road upgrade. Access framework issues revolve largely around local access, pedestrian and bicycle circulation, and preventing unnecessary trough

traffic from traveling through neighboring residential areas.

RIVER DRIVE

The Problem

- **Local Access.** With upstream flood control improvements, land along River Drive will become more attractive for new uses, including additional residential and commercial development. River Drive outlets now to an unsignalized T-intersection with





State Street Sections. Top: Basic 2-lane street section showing parking layout and sharrows. Above: Transition to provide a left-turn lane at intersections that also shows crosswalks and corner plaza concept,

Sidewalk Details. Top: Expanded plan view of sidewalk plan and street relationship. Above: The streetscape in three-dimensions.

State at about 64th Street. Substantial new population could overload the 68th Street intersection, which is signalized at State Street.

- Pedestrian circulation and trail connections. The Oak Leaf Trail leads to 68th Street and crosses the Menomonee to Honey Creek Parkway on the south side of the river. As a result, the River Drive corridor is not directly connected to the regional trail system.

Recommendations

1. As development occurs, extend River Drive east, outletting to State on alignment with 62nd Street. This helps provide warrants for a signal at 62nd Street, which both improves access and encourages traffic generated by new residential development north of State to use a direct route that avoids encroachment into neighborhoods to the north. This rerouting also produces a more larger contiguous residential area.

2. Continue a spur of the Oak Leaf Trail on the north side of the Menomonee River, with a future bridge to Jacobus Park and the continuation of the trail on the south side of the river.

THE REEF

The Problem

- Local Access and Encroachment into Existing Neighborhoods. Residential Areas. The existing Reserve apartment project, the Enclave apartments to be developed in 2011, and the site north of the Grede Foundry with approval for up to 230 units together may generate up to 5,000 trips per day. Without traffic controls on State Street, some of this traffic is likely to seek another way in and out of the area, the most available of which is Martha Washington Blvd. to Milwaukee Avenue. This in turn could create an undesirable impact on an established residential area.

- Non-Motorized Access. Important neighborhood convenienc-



es, most notably supermarkets, pharmacies, and other commercial services, are very close to the Reef development area and do not always require use of cars. Diverting some short trips in the area to active transportation reduces traffic loads on State and improves both the convenience and quality of the merging neighborhood.

Recommendations

1. Align the River Drive access to State Street with the existing 62nd Street north of State, and develop a signalized intersection with protected left-turn lanes. As mentioned below, this alignment emphasizes a 62nd Street intersection as an exit from both developing residential areas, provides traffic volumes that warrant signals, and moderates speeds as westbound traffic approaches the Village.

2. Provide calming features that tend to constrict traffic moving north through Martha Washington Boulevard. These may include a roundabout, neck-downs, and signs discouraging

through traffic.

3. *Develop a “Schoonmaker Reef Trail” along the base of the reef, linking the Hawthorne Glen recreation and nature area, new and existing residential areas, and the Reef with the Sentry supermarket, associated commercial development, and 68th Street.* Together with the proposed Oak Leaf Trail extension along the north bank of the Menomonee River, this creates a loop that circles potential residential areas on both sides of State and connects them with all of the region’s features. It also provides a direct, non-motorized route to key neighborhood services.

FOCUS PROJECTS

The previous sections of this chapter described the overall strategy framework for each of the Village’s six subareas and the transportation framework that defines functional recommendations. This section presents greater detail on the design and character of key focus projects discussed in these earlier sections, and breaks them out into four time-related categories:

- **Short-term projects**, capable of being completed within the next one to three years. These projects address immediate and clear functional issues, and can provide immediate ac-



Martha Washington Boulevard. Traffic system improvements are designed to provide better access and to minimize traffic generated by desirable new residential development along State from seeking an alternative route on this and other neighborhood streets.



accomplishments for the Village development program.

- **Medium-term projects**, targeted for the next three to five years.
- **Long-term projects**, involving more complex or gradual changes that are likely be implemented over during the next five to ten-years.
- **Development projects**, major public and private investments that respond to opportunities, market demands and private initiatives that can emerge anytime during the ten-year implementation process.

SHORT-TERM PROJECTS

An effective long-term effort must demonstrate short-term results, that address vital issues with moderate cost. The success of the Village as both a destination and an economic entity means that such relatively small scale projects can make a major impact that customers will both see and appreciate. In the Village plan, these short-term project focuses are:

- **A wayfinding system**, directing people to and through the district.
- **The Harwood and State Intersection**, addressing the strategic issue of walkability in the heart of this finely-scale urban district.
- **Harwood at Root Common**, reconfiguring Harwood Avenue as a very low-speed, two-way street and modifying the design of Root Common.
- **State Street Reconstruction between 68th and Wauwatosa**.
- **Improvements to the Red Store parking lot and Under-side of the Harmonie Avenue Bridge** to provide a more secure feeling to people parking in the Red Store lot west of the structure.
- **Bicycle Parking** to provide convenient locations for users to secure bicycles,



Wayfinding

Wayfinding consistently emerged as an important priority for the Village, given its complex street system and the frequently-mentioned difficulties that customers have finding convenient parking. In addition, a wayfinding system is relatively inexpensive, helps traffic flow and convenience, and markets the district and its features to customers. Current Village wayfinding includes installation of attractive, off-site trailblazer signs, leading customers from key approach routes into the area. The trailblazers main shortcoming is that they are not reflective, making them difficult to read at night. The current sign faces should be replaced by reflectorized signs. Within the district itself, wayfinding is less systematic, using an array of small directional signs for individual businesses at several intersections. These signs are small, display too many pieces of information, and are difficult for visitors already grappling with complex intersections to process.

A wayfinding system for the Village includes three levels of graphics:

- **A gateway level**, informing users that they have arrived in the Village and identifying the major features that the sign system will direct them to.
- **Decision points**. These graphics are placed at key intersections – locations where customers must make a directional

Existing Village Wayfinding.

Left: Trailblazer signs to the Village are deployed effectively and attract attention. Their major shortcoming is lack of reflectivity, making them difficult to read at night. This can be solved easily by switching to reflectorized sign faces. Right: Less effective are arrays of small, business-based signs at complex intersections. These provide motorists with too much information to process easily.

decision. These signs then direct them to large-scale destinations or landmarks for orientation and major parking facilities. Decision point destinations should generally not be individual businesses or features that can change. Typically, these signs should not display more than three or four pieces of information.

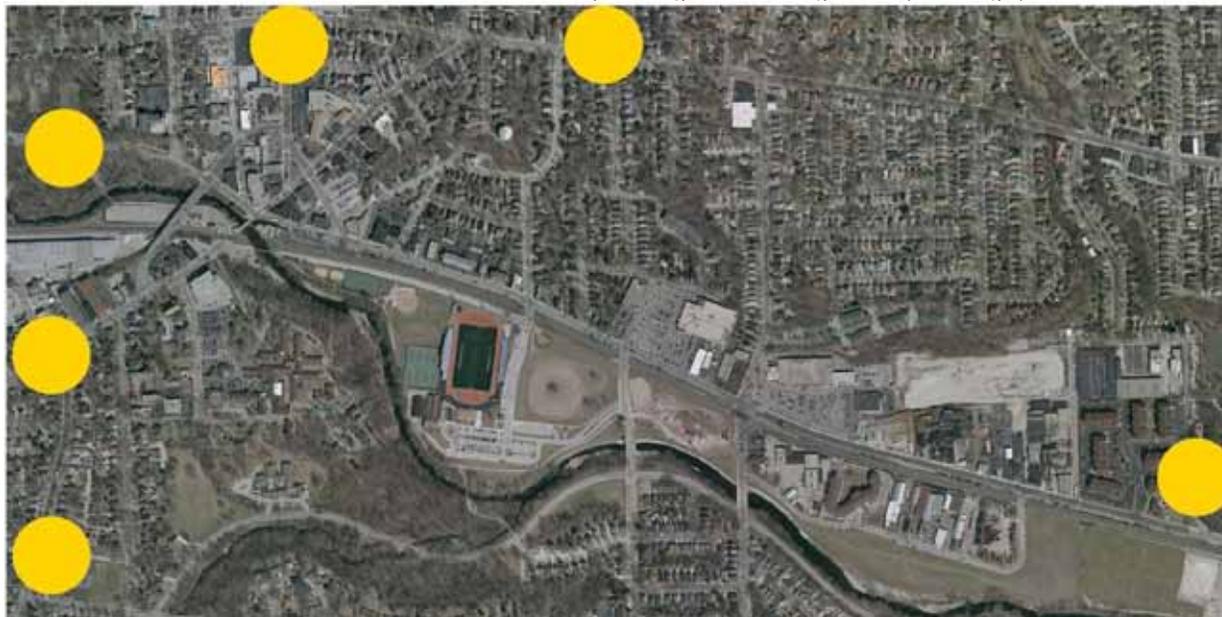
- **Pedestrian scale.** These signs are much more specific, and direct people to individual locations once they are out of their cars, or if they approach the district by foot or on bicycle. Smaller blade signs that can provide information by both content and actual orientation, are an effective way of communicating at this level.

Harwood and State Intersection

As outlined earlier, this concept modifies the State and Harwood intersection by relaxing the street alignment, providing space to



Gateway signs. Signs at entrances to Downtown Des Moines, Iowa. (RDG Planning & Design)



Gateway level wayfinders. These signs are located at points where customers enter the geographic “territory” of the Village, communicating that they can rely on the sign system to help them move around the district. These key “gateway” points may be reinforced by a feature in the physical environment. **Above:** Gateway locations include Glendale south of Harwood, Harwood/Watertown Plan approaching Glendale, Wauwatosa Avenue approaching Milwaukee, State approaching 60th, Menomonee River Parkway approaching Harmonie, and Milwaukee approaching Harwood. **Right:** A sample “gateway” sign face with public destinations.





Decision point wayfinders. Blue circles indicate intersections where customers need guidance in making directional decision. Public parking lots are particularly important destinations in this system. The sign concept at right uses color to differentiate destinations and parking to add further clarity. However, elaborate color coding adds complexity unnecessary to the user attempting to process information at 30 mile per hour.



Decision point wayfinders in the Downtown Des Moines system. A maximum of three pieces of information are displayed on each sign. Parking locations are shown on a contrasting green field throughout the entire graphic program.

Other approaches. Downtown Milwaukee's system is intermediate between vehicular and pedestrian levels, and provides information to both. The Des Moines system, on the other hand, separates pedestrian and vehicular levels.





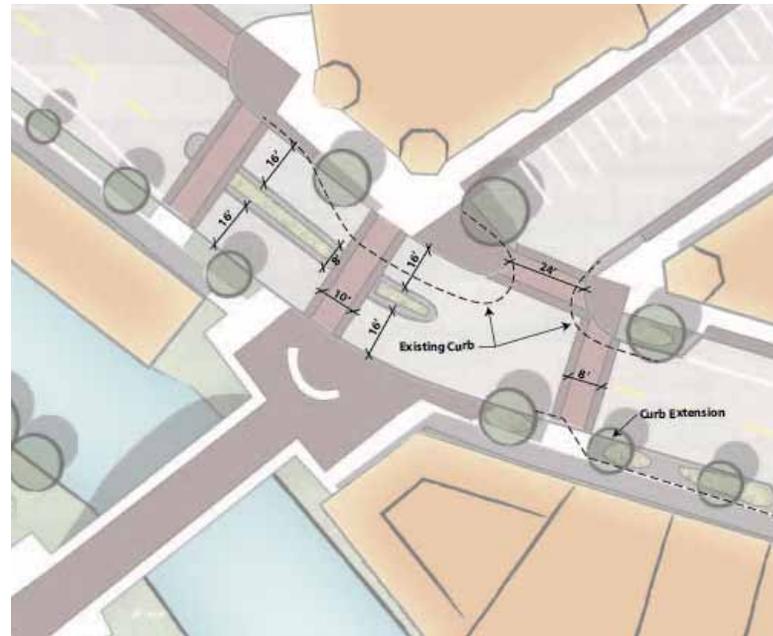
Pedestrian level wayfinders. Circles indicate locations where detailed pedestrian level information is needed. These include parking lots, where motorists become pedestrians; trail entrances into the area for pedestrians and cyclists; important public places; or intersections where guidance is needed. Above: Blade sign concept shows directions visually as well as on the sign face. Distances to destinations are extremely helpful to pedestrian users. They are also scaled to the character of a district like the Village. Left: The blade sign system installed in Downtown Des Moines.



introduce a pedestrian refuge median to provide greater comfort and safety for people crossing on foot. This project reinforces the axis between Root Common, the pedestrian bridge, and parking lots on the river's south side. This is accomplished by:

- Reducing the size of the existing node on the north side of State between Harwood and Underwood. The new curb line is set on the approximate line between the existing pavers and the concrete sidewalk. This does not affect the outdoor dining area of Noodle's restaurant.
- Relaxing the radius on the northeast corner of the intersection to accommodate right-hand turns for a new northbound movement onto Harwood.
- Establishing a continuous curb line on the north side of the street.
- Incorporating a pedestrian refuge median from the return of the radius on the northwest corner, serving the pedestrian crossing from that corner to the pedestrian bridge.
- Establishing crosswalks without median protection across State from the northeast corners of Harwood; and Underwood.
- As necessary, installing pedestrian priority warning signs or beacons for State Street traffic. Signalization is not recommended because of existing signal spacing and the closeness of intersections. The design should calm but not obstruct the flow of traffic and provide easily recognized gaps for pedestrians.

The completed concept provides a 6 to 8-foot median and 16-foot travel channels on either side of the median. The south side curb remains in the same position, although it could be extended to the edge of the parking lane to provide space for outdoor dining if requested by the adjacent Chancery restaurant.



Harwood and State. Left: Proposed geometric and dimensional changes to implement the concept. Existing curb lines are shown in black. Below: Drawing of the intersection project completed.





Harwood and Root Common

The redesign of Harwood and Root Common is a controversial concept, but has many benefits for the district, including:

- Reducing unnecessary and confusing automobile movements by providing customers with the most direct possible route to retail destinations around Root Common.
- Eliminating traffic conflicts and hazards created by closely spaced intersections and driveways.
- Increasing the amount of parking available along Harwood in the core of the district.

- Reducing barriers and improving pedestrian access by reconnecting Harwood to the grid of surrounding neighborhood streets.

- Increasing the usable area of Root Common.

While this is a relatively complex project, the plan and the project committee consider it a short-term project because of its connection with the pedestrianization of the Harwood and State intersection and its other related benefits. Details of the basic concept described here include:

- Extending Harwood north on the direct alignment north to Wauwatosa Avenue, lined up with the existing Harwood Avenue north of Wauwatosa. This is paired with vacating the current southbound drive on the west side of Root Common, incorporating this vacated drive into the open space of the Common.
- Establishing two-way circulation on Harwood. The street channel's existing width of approximately 39 to 40 feet accommodates perpendicular parking and two narrow (10.5 to 11 foot) travel lanes.
- Conceiving Harwood as a low-speed environment, including considering the concept of a shared use street. In this concept, widely used in Europe, pedestrians have free rein to cross the street at most locations, and motor vehicles move at very low, almost pedestrian speeds.
- Providing perpendicular parking continuously along one side (probably the west side) of Harwood. This parking is interrupted to provide an adequate turning radius into service alleys and at specific pedestrian crossing points, including a crossing for people with mobility impairments. Back-in parking, receiving increasing application in pedestrian precincts because of its greater safety and visibility, may be considered in this area.
- Redesigning and improving Root Common. The Common, now a grassy triangle, would be somewhat expanded and reconfigured as a trapezoidal space. It should remain a flexible green, accommodating lounging, people watching, small performances, and other passive activities.



- Redesign and expansion of the Village Faire parking lot to provide better circulation and eliminate a hazard by moving the primary entrance away from the Harmonee Avenue intersection. The redesigned lot would be accessed from Wauwatosa Avenue, and would include additional public parking to compensate businesses now served by stalls on the west side of Root Common.
- Upgrade the pedestrian crossing at Harwood and Wauwatosa with a differentiated surface, and consider a three-lane section on Wauwatosa Avenue. A modified section would provide two northbound (or uphill) lanes, one of which provides left-turns into Village Faire or Wauwatosa Avenue. A single southbound (or downhill) lane feeds into the single southbound lane south of Harwood.

Detailed design of this strategic area may consider other alternatives, including:

- Using parallel rather than perpendicular parking on both sides



Above: Views of Harwood and Root Common. Left: Looking northwest at Root Common and Harwood from the State and Wauwatosa intersection. Right: Root Common and the Village Faire parking lot looking south from Harmonee Avenue.

Left: Root Common Concept, with walkways on the edge of the green, and landscaping within the perimeter to provide flexible, multipurpose space.

Right: Root Common and Harwood Alternatives. (1) Transition of moving lanes from east to west side of the street. (2) Parallel parking in place of head- or back-in perpendicular parking. (3) Modified existing alignment for two-way traffic and access and egress from Village Faire.



Shared Use Streets in the Netherlands. These streets blur the territory between pedestrians, bicycles, and motor vehicles, and restrict including cars and service vehicles to very slow speeds. The concept may have application to the Harwood block between State and Wauwatosa.



1



2



3

of the reconfigured street. This provides about the same number of spaces as single-sided head-in or back-in parking, provides parking on both sides, eliminates vehicle overhangs into the sidewalk, and may further calm traffic while creating more comfortably sized travel lanes. On the other hand, a number of drivers have difficulty with parallel parking.

- Transitioning the travel channel from the east to west side of the street. This can provide either a wider sidewalk or adjacent parking for storefronts on the east side of the street.

State Street

The State Street project from 68th to Wauwatosa Avenue, scheduled for construction during 2012, is discussed in detail above.

Bicycle Parking

Bicycles are a popular method of transportation to the Village. However, bicycle parking is scarce and often is relatively remote

from destinations. As a result, cyclists often lock bikes to trees, railings, and similar unintended features. More convenient and less obtrusive parking for bicycles should be provided in the Village. Possibilities include:

- Dedicating one or two convenient on-street parking spaces as a “bike corral” with a number of parking features (inverted U’s, bicycle bollards, or similar devices) placed in the stalls. If desired, parking furnishings could be designed for winter removal.
- Secure lockers. One location for lockers could be in the Red Store parking lot under the Harmonee Bridge, providing natural shelter.
- Within public parking lots.

Red Store Parking Lot and Harmonee Avenue Bridge

The large parking lot west of the Harmonee Avenue bridge and behind the Little Red Store provides a large number of parking stalls but feels uncomfortable to many potential users, despite its location along the busy Oak Leaf Trail. The lot provides more parking than is necessary, and appears to be an unused and remote part of a large parking lot. In addition, it is not buffered from the adjacent railroad and loading areas for industries. The parking lot is the cap of an environmental remediation site and must remain in place. However, several relatively inexpensive projects could integrate this parking lot into the rest of the Village and help it serve parking needs in periods of high demand. These projects include:

- Lighting and other features under the Harmonee Avenue bridge. Pedestrian-scaled lighting can help define a secure path under the bridge while uplighting and even banners or graphics can bring the environment down to comfortable scale. Emergency call boxes would also increase the area’s sense of security.
- Reconceiving the west end of the parking lot as part of the Oak Leaf Trail rather than an underused parking lot. Concepts could include a bicycle loop or spiral that diverges from the main trail; a “learning track” with shelters where parents and kids can try out tricycles, training wheels, and small bikes be-



Bike Corrals. This technique converts an on-street parking stall to bicycle use on a seasonal or permanent basis.

fore moving on to the big trail; an informal skating rink; and similar uses that can be established by pavement coloring and surfacing. This would add a trail-related use to this now abandoned-feeling part of the lot, while maintaining the integrity of the paved cap and accommodating parking when needed.

- Buffering, including edge landscaping, along the railroad tracks.

MEDIUM-TERM PROJECTS

Medium-term projects build on the momentum established by the more immediate focuses. While these projects may be completed in three to five years, discussions, and in some cases negotiations, should begin immediately. Medium-term initiatives



Precedents. Above: Children play on a winding path at Bayliss Park in Council Bluffs, Iowa. Right: Umbrella tables, chairs, and colored pavement on a riverfront remediation site in Omaha.



Parking Lot Concept. A “learning track” for small kids and their parents can be a place where children can practice with their tricycles and small bikes before trying out their new wheels on the main trail, under the supervision of their parents. Lighting and design features under the overpass can also help link this traiside lot to the Village.





Above: The Railroad Crossing Problem.

Hart Park users from the surrounding neighborhood often cut across the tracks at 74th Street. The 74th Street crossing concept would protect this natural and frequently-used route between park, the Village, and surrounding residential areas.

Parking Lot Path. Below: Hart Park linear lots today. Right: Pavement surfacing is used to define a pedestrian zone through these lots which lack the width for a separate sidewalk.



include:

- **74th Street Railroad Crossing and Hart Park parking path.** linking the park with the Village at a critical location as well as connecting neighborhoods north of State to the city’s most intensively used recreation area.
- **Harwood Avenue South,** extending elements of the Harwood pedestrian bridge and the Village to the Village South entrance at Harwood and Harmonee.
- **The “Pocket Park,”** the north part of Root Common in front of St. Bernard’s Church.
- **Elements of the Harwood/Root Common project** that still require completion after three years.

74th Street Railroad Crossing and Hart Park Parking

This project provides an affordable and physically feasible way to connect Hart Park with the Village business community at a strategic point, while offering greater safety for railroad operations and eliminating the current practice of people crossing the tracks at uncontrolled locations. The project requires

negotiation with the Canadian Pacific Railroad and a trade-off by which the railroad exchanges one new properly controlled crossing for pedestrians only in exchange for aggressively preventing uncontrolled crossings between 72nd Street and Harwood. This project is implemented by:

- Establishing a pedestrian zone in the linear Hart Park parking lots west of 72nd Street paralleling the railroad, and leading to the location of the proposed 74th Street crossing. This zone is a shared use area, established on the north side of the lot’s drive aisle. The zone would be designated using an asphalt coloring technique such as StreetPrint or similar product. The concept improves pedestrian safety by providing a specific territory for people using the lots and travelling to events in the park or destinations in the Village.
- Creating a crosswalk across the parking lot at the outlet of the existing path connection to the Oak Leaf Trail between the ballfields and tennis courts. Parking would be stopped short of the crosswalk area, and the drive may meander slightly to





ensure slow traffic. The crosswalk level here is about the same as the desired crossing level of the tracks.

- Installing an ornamental metal security fence along the tracks to prevent random crossings. This fencing would extend between 72nd Street and the existing Harwood railroad crossing, broken only at the location of the proposed 74th Street crossing.
- Developing a gated and signaled pedestrian crossing across the CP tracks. The track level is below the State Street sidewalk level on the north side of the tracks. This level change can be negotiated with an L-shaped ramp with one landing that aligns with 74th Street.
- Including defined crosswalks at 74th Street as part of the State Street project. This zone is a shared use area, established on the north side of the lot's drive aisle. The zone would be designated using an asphalt coloring technique such as StreetPrint or similar product. The concept improves pedestrian safety by providing a specific territory for people using the lots and travelling to events in the park or destinations in the Village.

While completion of this project is projected in a three to five-year period, contacts and negotiations with the railroad should begin as soon as possible.

Harwood Avenue South

Harwood Avenue south of the river and tracks leads to the majority of the Village's parking, but customers do not "read" it as part of the district. Streetscape improvements and modifications should make this critical entrance, which will be even more important as development of the County Grounds and continued expansion at the Medical Center adds to the Village's potential customer base. Harwood South can become more integrated into the district and begin to fulfill its function as the south gateway through the following steps:

- Differentiating the street north of the Harmonie Avenue bridge as a slower speed, business district environment by complementing existing village lights with features found on



The Railroad Crossing Solution. Above: Existing unprotected "crossing" leading to recreational facilities and the trail. Left: Concept for a controlled pedestrian crossing. An L-shaped ramp with an opening to manage drainage under the ramp brings users up to the 74th Street level.



Lincoln Square in Chicago. This successful neighborhood commercial project differentiated Lincoln Avenue as a low-speed commercial street by establishing diagonal parking and a new streetscape along a one-time arterial avenue. Arches were also used to define gateways to this district.



Harwood Avenue south, before and after.
Street idea is designed to continue the character of the Village south of the river. Streetscape incorporates elements of the Harwood Avenue pedestrian bridge (below).



the pedestrian bridge. These include stone bases for pedestrian lights, street furnishings, and occasional use of the bridge's stamped concrete pavement pattern.

- Possible single-sided diagonal parking on the northbound side of the street, along with intersection nodes and street landscaping.

Changes to the Harmonee and Harwood intersection, proposed as long-term projects, will complete the effort of strengthening the south Village entrance and increasing awareness and use of parking in this area.

Pocket Park

Before the Harmonee Avenue “bypass” was built in the 1970s, Root Common was a much larger space, and included today’s

“pocket park,” a garden space in front of St. Bernard’s Catholic Church as well as the Wauwatosa Avenue right-of-way between Harmonee and Harwood. This space, now largely ornamental, should be a more active part of the street environment. This plan proposes a series of terraces that climbs the grade that, while still a relatively passive open space, provides a vantage point to watch the life of the Village, as well as a gateway to neighborhoods north of the core district.

LONG-TERM PROJECTS

These projects, timed for completion in a five to ten-year period, include significant changes to the area’s traffic pattern and complete the capital program for public improvements proposed by this plan. Long-term projects include:



Pocket Park. From left: Historic street pattern and size of the original Root Common; today's Pocket Park in front of St. Bernard's; terrace concept as part of a park redesign.

- **The Harmonee/Harwood intersection**, clarifying access to the Village and improving through traffic movement south of the river.
- **Harmonee widening between the Parkway and Underwood Avenue**, providing better access north of the bypass "triangle" as part of redevelopment of the old fire station and adjacent sites.

Harmonee/Harwood and South Village Gateway

This project, discussed above, smooths traffic flow and



provides an extended left-turn lane for southbound traffic returning back to the Village parking lots and businesses on Harwood Avenue. It does this by establishing the Harmonee/Harwood south alignment as the dominant movement, with the northbound segment of Harwood subordinated at a T-intersection. This also reduces the amount of pavement at the intersection and permits a far safer and more direct pedestrian crossing.

This project also helps establish a gateway feature on Harwood at this intersection, completing the upgrading of the Harwood Avenue streetscape between the railroad and the Harmonee intersection. This gateway should be directed to the expanding market to the south and west (including major employment centers like the medical center and County Grounds development). Arches are used in the Milwaukee area to help define places and may be a component of this gateway, along with lighting and landscaping.



Placemaking in the Milwaukee Region.

Arches are often used to define places in the region and may be a way of defining a strong south gateway to the Village. From top right: Functional arch on Canal Street near 10th Street; Third Ward; and Miller Valley.

Harmonee Widening

North of the river, Harmonee Avenue's existing four lane section without left-turn lanes restricts peak-hour turns. This problem is particularly serious for eastbound to northbound left turns from Harmonee to Underwood Avenue. The solution recommended above adds a fifth, left-turn lane to northbound Underwood and a realignment of the difficult Underwood/Harmonee intersection. To accomplish this, Harmonee is realigned slightly east of Underwood to smooth out a curve and provide adequate space for the additional lane. In the short-term, redevelopment of the old fire house and adjacent properties should provide adequate right-of-way to accommodate the left-turn lane. This lane has substantial benefits for the redevelopment project. Ultimately, the two projects, both involving Wisconsin Highway 181, may be packaged. Discussions with the Wisconsin Department of Transportation should begin to evaluate and schedule this proposed project.

REDEVELOPMENT PROJECTS

The projects described previously in this section address projects in the public realm, designed to make the Village and its surrounding areas easier to use and more pleasant to experience. The benefits of most of these projects, which improve access, parking, safety, open space, and the experience of the district, accrue to existing businesses. But a dynamic district also generates new development opportunities that create additional growth. These new major projects for the Village involve public/private partnerships that redevelop public land, or upgrade land uses from industrial to other uses. The redevelopment projects envisioned in the Village Plan include:

- **The Blanchard Street Lots**, adding new parking and substantial adjacent development on this site northeast of State and Wauwatosa Avenue.
- **The old fire station site**, proposing the reuse of this site and adjacent properties on Underwood north of Harmonee.

- **The Reef**, developing a site already approved for substantial residential development north of the Grede Foundry and adjacent to the Schoonmaker Reef.
- **River Drive**, recommending eventual redevelopment of land that will be removed from flood plain designations with completion of new flood control projects upstream on the Menomonee River.

Blanchard Street

The Blanchard Street concept redevelops an existing three-tiered surface public parking lot on the east side of Wauwatosa Avenue north of State Street. The project takes advantage of the site's topography to add parking, reduce traffic conflicts, and produce substantial new retail, office, and potentially residential or hotel resources. Components of the project include:

- A new two-level parking deck built on the site of the existing public parking. The facility provides street level access at different levels, minimizing the need for internal ramping and reducing the cost per stall of new structured parking. This facility could conceivably include a third parking level by modifying the section. (Map Key 1)
- A two- to three-story mixed use commercial building with Wauwatosa Avenue frontage. Using the topography again, this building would have walk-out street access on its north (or uphill) side, with a lower level street access on the south (or Blanchard Street) side. An upper level colonnade paralleling Wauwatosa could provide street visibility and access to upper level storefronts, which would also open out to one of the parking levels behind. (Map Key 2)
- A mid-rise building capable of including offices, a boutique hotel, or housing at the corner of State and Wauwatosa. This occupies the site of the existing Chase Bank drive-through bank.
- Blanchard Mall, a pedestrian way on the line of the existing Blanchard Street. Blanchard would outlet to State Street by converting part of an existing parking lot to a parking street.



Alternatively, a portion of the street could provide secondary access to a lower parking deck level. (Map Key 4 and 5)

- Realignment of Wauwatosa Avenue to a T-intersection, reducing the amount of paving and improving pedestrian safety by eliminating a free right turn at speed. (Map Key 6)
- Potential for a pedestrian bridge linking the upper colonnade commercial level to the upper level entrance and parking deck of WaterStone Bank. (Map Key 7)

The Blanchard Street project is viewed as a relatively long-term development, as the existing surface lots contribute to the Village's parking supply. The project also will require close partnership with existing property owners. In the short-term, a signage program, extended throughout the Village, should be established to mark these lots as public parking facilities. Permitting and the presence of proprietary trucks suggest to users that one of the parking levels is private parking.



Redevelopment Sites in Village Core

- 1 Blanchard Street Lots
- 2 Old Fire Station Site

Blanchard Redevelopment Concept

- 1 New Parking deck
- 2 Retail/Office
- 3 Hotel/Office
- 4 Blanchard Mall
- 5 Blanchard Outlet to State St
- 6 Improved Intersection
- 7 Possible Skywalk
- 8 74th Street Crossing





Views of the Blanchard Street redevelopment concept. Above: The Blanchard Street lots today. Left (clockwise from top): Views from the south (State Street in foreground), southwest, and west (Harwood Avenue in foreground).



Old Fire House Site

The construction of a new city fire station on Underwood Avenue makes the previous site, immediately to the south on Underwood, available for development. The city plans to offer the site for redevelopment proposals in the near future. Redevelopment proposals should generally exhibit the following features:

- Mixed uses. A successful project should incorporate some mix of retail, office, and residential uses, with significant retail exposure along Underwood Avenue. This will complement retail and consumer-oriented services in the historic building across the street.
- Concealed parking. The new fire station was designed with under-building parking and a ramp that would also serve below grade parking on the adjacent redevelopment site. This level comes to grade as the site falls to the south, but parking should not be directly exposed to the street.
- An expanded site. The fire house site is relatively small, and is more readily and efficiently developed if combined with properties to the south.
- Dedication of land for a minor street widening and intersection realignment. The project design should include dedi-

cation of enough land to provide for a protected left-turn to northbound Underwood and improved alignment of the Underwood and Harmonee Avenue intersection. Full, unrestricted access has great benefit for the redevelopment project and its tenants.

- Scale consistent with Village buildings. This suggests a three level building on this visible site. An architectural feature should mark the south view of the project from Underwood Avenue.

The old fire house site is cleared and available for redevelopment. As such, this potential project should be seen as a short-term project, with the city offering the property at a relatively early date. The Request for Proposals, while remaining flexible and open to a variety of programs and designs, should include the overall guidelines identified here as both recommendations and criteria for evaluation.

The Reef

The site north of the Grede Foundry and bordered by the Schoonmaker Reef has received prior project approval for up to 230 residential units. The Reef area, along with River Drive, should be developed for residential and subordinate mixed uses, helping to build the sense of a neighborhood on the east side of the Village. Residential uses also add to the Village's local customer and provide the city of Wauwatosa with a rare opportunity for substantial housing growth. The earlier discussion of the area in the Geographic Framework section outlined the basic parameters for development of this site: traffic management and infrastructure designed to channel traffic south to State Street rather than north through residential areas; preservation and interpretation of the historic and paleontologically significant Reef; buffering with stormwater detention features between the development site and adjacent industries; and pathway development to retail assets to the west.

The currently approved project for this site proposes condominium units, and has been delayed because of post-2008 difficulties in both demand and availability of financing for condo proj-



Old Fire House Site Features

- 1 Ramp with common access to underground parking for new fire stations and redevelopment site
- 2 Mixed use building with first floor retail
- 3 Mixed use building with first floor retail
- 4 Existing offices or new building
- 5 Widened Harmonee with left-turn lane
- 6 Improved Intersection



Views of the Fire House Site. From top: Looking south from the new fire station; looking north; and a west view illustrating the common ramp designed to serve underground parking.



Concept for development of the Reef site.

Above: The potential development site looking west. New residential should have a pathway link to the Sentry commercial development in the mid-ground. Beyond, the medical center and its staff provide part of the market for housing on the site. Right: The concept plan displays the principles for development of the site: traffic management and direction, Reef preservation and interpretation, buffering and stormwater management, and pathway development. Below: Current (2011) construction at the Enclave, immediately north of the existing Reserve apartment project.



ects. By contrast, market rate multi-family rental development has experienced resurgent demand, created by tighter underwriting standards and higher downpayment requirements following the mortgage crisis. A market-rate rental development program at the Reef site, similar in quality to the Reserve and Enclave developments, should be viewed as an acceptable alternative. Depending on markets and financing, the Reef should be considered a short- to medium-term project, with development anticipated within five years.

River Drive

The River Drive corridor, including the area east of 68th Street between River Drive and the railroad, will be removed from the Menomonee River flood plain as a result of upstream improvements on the river. This land now accommodates a variety of office, industrial, and storage uses, with less intensive development to the east. The geographic and transportation framework discussions above presented overall land use and access guidelines for development on this site. These include:

- Realignment of the 64th Street outlet of River Drive to 62nd Street, setting up eventual signalization of that intersection.

- Establishing a principally residential neighborhood with some commercial or workshop uses.
- Extending the trail along River Drive, probably using the river levee paralleling the street, and considering a pedestrian bridge to Jacobus Park.

Other details of this plan’s concept for redevelopment of the River Drive corridor includes:

- Phased development. As flood plain designation is removed, initial development should focus on underutilized sites on the east side of the area. This should be coordinated with the realignment of the River Drive connection to State Street. The much more stable uses between these sites and Hart Park Square could continue indefinitely. However, building elevation and landscape improvements to some of these properties would include their compatibility with residential projects.
- Mid-rise buildings defining the River Drive edge and facing the Menomonee River and open space. This takes best economic advantage of the scenic river and plays the open space against an urban edge. These buildings should be built over



parking and may incorporate some commercial or workshop uses at street level.

- A lower-rise, urban housing community toward the interior of the site. The concept connects two neighborhood common areas with a pedestrian street. Garages and service areas buffer lower and higher-rise buildings and the railroad.
- On-site retention that enlarges the existing Hart Park Square basin and treats stormwater management as a site amenity.

County Park Maintenance Building

Milwaukee County has no current plans to relocate its park maintenance facility from its current 68th Street location. However, a combination of building obsolescence, the changing character of adjacent uses, and a constrained site encourage relocation. If so, the plan envisions a retrofit of the site's substantial brick structures as uses designed as a center for innovation. These may include art studios, workshops, and galleries; a business incubator; a center devoted to design or creative businesses and industries; or other similar ideas. A more conventional retail "strip," oriented to 68th Street, could be added to the building's west elevation.

River Drive Redevelopment Area. Far left: Looking west on River Drive, with Hart Park Square in the background. This senior living community is now isolated among industrial and office uses. Middle: River Drive's outlet to State Street at 64th. Relocating this access to 62nd Street to align with the street north of State increases contiguous sites and can provide warrants for eventual signalization of this intersection. Above: Construction and pallet yards on the east side of the River Drive sites might constitute a first stage for new residential growth.



Historic bridge abutments. A pedestrian bridge using these abutments, once supporting a trolley line, would connect a trail extension in the River Drive corridor to Jacobus Park and Honey Creek Parkway.



Residential Phasing on River Drive. A first phase of new development logically uses underutilized land on the east. More intensive office and industrial uses between Hart Park Square and these resused sites are not incompatible with residential development and with minor aesthetic upgrades, could remain indefinitely. However, this plan does show how the entire area could be redeveloped. Below: Existing office development in the potential phase two area.



Right: Reuse of County Parks Maintenance Building. This concept suggests a new retail addition oriented to 68th Street and reuse of the site's main buildings for innovative arts or business enterprises.





Possibilities at the County Park Maintenance Site. Above: Buildings at the County's 68th Street site. Right: Bergemot Art Center in Santa Monica provides a possible model for reuse of the site. This popular project retrofitted maintenance buildings initially built for the Pacific Electric Railroad (the "Red Cars" that were the subject of the movie *Who Framed Roger Rabbit*) into art space, workshops and galleries.



CHAPTER 6 IMPLEMENTATION





The previous section presented an integrated plan for the Village of Wauwatosa. This chapter addresses factors critical to implementation of the plan, including:

- Organizational roles in the continued management of the district.
- Priority criteria for determining the sequence of implementation, along with the order of projects identified in Chapter Five.
- Opinions of probable costs of key physical elements of the plan.
- Funding techniques.

The plan and its scheduling will inevitably change, and some projects may advance as opportunities and conditions change. However, this schedule will help ensure that the plan remains

nimble, and provides implementers with an overall context to respond to new situations.

ORGANIZATIONAL ROLES

This discussion reviews the roles of different agencies who will be responsible for implementing and maintaining the Village plan:

City of Wauwatosa. The city's principal responsibilities include:

- Managing capital improvements, including street modifications, public parking changes, and public elements of the sub-district centers.
- Assembling primary funding through the city's capital program, possible use of TIF or other tax policies, and other sources such as grants to complete major public improvements.
- Through the zoning ordinance revision process in 2011, refine the existing trade district regulations to provide continued guidance for development.
- Establishing design guidelines and conducting project review for compliance with the guidelines.
- Preparing requests for redevelopment proposals and administering the developer selection process if the city is involved in property acquisition. The initial RFP will request proposals for reuse of the former Fire Station site on Underwood Avenue. Given the state of real estate markets in 2011, the city may find it useful to defer advertising.

The Village of Wauwatosa Business Improvement District has been a critical management, promotional, and communications tool, and has been an indispensable part of the area's continued strength. It is vital that the BID continue to operate in this capacity. As this plan continues to development, the BID will continue take leadership roles in:

- Recruiting niche businesses.
- Developing and implementing marketing and promotions efforts.

- Coordinating marketing and promotional events with the Village.
- Serving as a communications conduit for district businesses.
- Implementing the district's portion of a wayfinding program,
- Representing the district as the primary partner with the City in implementation of major public projects..

PRIORITY CRITERIA & SEQUENCING

Chapter Five established a general sequence of projects based on a ten-year completion program. This sequence could change depending on changing priorities, market conditions, and emerging or unanticipated opportunities. In general, though, the sequence is based on applying the following criteria:

- Does the project address high priority concerns identified through the community engagement parts of this planning process?
- Does the project address functional or safety problems in the environment?
- Does the project improve customer experience and the overall product offered by the Village?
- Does the project have the potential to generate substantial private investment response?
- Does the project improve the business environment for members of the overall area and expand the potential customer base?
- Are early stage projects relatively easy to implement, and do they deliver a large benefit for a moderate cost?

The following project sequence summarizes the recommendations of Chapter Five and makes some judgments about the timing of execution of the redevelopment projects.

SHORT TERM (1 to 3 years)

- **Wayfinding system.** (Lead Responsibility: BID)
- **Pedestrian crossing and redesign of the Harwood and State intersection** (Lead Responsibility: City of Wauwatosa)
- **Reconfiguration of Harwood Avenue between State and Wauwatosa; redesign of Root Common South** (Lead Responsibility: City of Wauwatosa)
- **State Street Reconstruction between 68th and Wauwatosa.** (Lead Responsibility: City of Wauwatosa)
- **Improvements to the Red Store parking lot, underside of the Harmonie Avenue Bridge , and west end of parking lot.** (Lead Responsibility: City of Wauwatosa)
- **Bicycle Parking** to provide convenient locations for users to secure bicycles. (Lead Responsibility: BID)
- **Request for Proposals (RFP) for the old fire station site.** (Lead Responsibility: City of Wauwatosa)
- **Negotiations with Canadian Pacific Railroad** toward agreement on 74th Street pedestrian crossing. (Lead Responsibility: City of Wauwatosa and BID)
- **Development of the Reef site** (Lead Responsibility: Private)
- **Schoonmaker Reef Interpretive Trail**, coinciding with development of the Reef site (Lead Responsibility: City of Wauwatosa)

MEDIUM TERM (3 to 5 years)

- **74th Street Railroad Crossing and Hart Park parking path**, assuming successful negotiations with the railroad.. (Lead Responsibility: City of Wauwatosa)
- **Harwood Avenue South**, completing streetscape themes south of the pedestrian bridge to Harmonie (Lead Responsibility: City and BID)
- **Completing the "Pocket Park."** (Lead Responsibility: City of Wauwatosa, St. Bernard's Church)





- **Elements of the Harwood/Root Common project** that still require completion after three years. (Lead Responsibility: City)
- **Execution of Fire Station redevelopment**, maintaining adequate right-of-way to permit left-turn lane at Underwood intersection. (Lead Responsibility: Private for development, City for Harmonee dedication; project may move ahead to completion if funds are available)
- **First stage redevelopment of the River Drive area**, including realignment of River Drive outlet to 62nd Street, and signalization of the resulting intersection. (Lead Responsibility: Private and City)
- **Request for Proposals for redevelopment of Blanchard Street lots**, probable toward the end of the period. (Lead Responsibility: City of Wauwatosa)

LONG TERM (Over 5 years)

- **Harmonee widening with left-turn lane** between Menomonee River Parkway and Wauwatosa. (Lead Responsibility: City with Wisconsin Department of Transportation)
- **Harmonee/Harwood Intersection** (Lead Responsibility: City with Wisconsin Department of Transportation)
- **Execution of Blanchard Street redevelopment** (Lead Responsibility: City of Wauwatosa and Private Developers)
- **Completion of River Drive redevelopment.** (Lead Responsibility: Private)
- **Milwaukee County Parks Maintenance redevelopment.** (Lead Responsibility: Private developer or nonprofit agency)

OPINIONS OF PROBABLE COST

Financing the Village project involves both public and private sector components. This section provides preliminary opinions of probable costs of selected projects, based on contemporary (2011) dollars and approximate construction costs. Final cost calculations will be determined by detailed design, choice of materials, nature of special features and installations, cost climate at the time of construction, and many other factors. The

following tables also offer a general estimate of private development that may occur in each project area. The section also includes a long-term capital schedule, phasing projects over the course of the entire effort.

FUNDING SOURCES

This section presents a directory of financing tools available in Wisconsin to help realize the Village concept.

Local Funding Tools

- Building Façade Easements
- Business Improvement District
- City Funds
- Estate Taxes
- General Obligation Bonds
- Land Sale Proceeds
- Private and Foundation Philanthropy
- Revenue Bonds
- Tax Increment Financing (TIF)

State Sources

- DNR Urban Forestry Grants
- State Historical Society
- Transportation Economic Assistance (TEA) – Wisconsin Department of Transportation
- Business Employees’ Program (BEST)

Federal Sources

- Community Development Block Grants
- Community Development Corporation Grants
- HOME Investment Partnerships Program – HUD
- National Trust Main Street Program
- Neighborhood Stabilization Program (HUD)

- Recreational Trails Program (RTP) (FHWA)
- Small Business Administration
- Surface Transportation Program (STP)
- Transportation Enhancements



Figure 6.1: Wayfinding System

Project Component	Public/BID	Private	Total
Gateway Signs	\$6,000		\$6,000
Decision Point Directional Signs	28,000		28,000
Pedestrian Signs	38,000		38,000
Parking Lot Identifiers	5,000		5,000
Subtotal	77,000		77,000
Design and Details	15,400		15,400
Total Probable Cost	\$92,500		\$92,500

Figure 6.2: Harwood and State Intersection

Project Component	Public	Private	Total
Site Acquisition and Preparation	8,160		\$8,160
Hardscape (Paving, Traffic Control, and Related Elements)*	80,900		78,300
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	19,561		19,561
Private Project Development		10,000	10,000
Subtotal	108,621	10,000	116,021
Contingency	16,293		15,903
Design/Testing	13,035		12,723
Total Probable Cost	137,949	10,000	147,949

*Excludes crossing beacon or other traffic control



Figure 6.3: Harwood Avenue Realignment

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$28,000		\$28,000
Hardscape (Paving, Traffic Control, and Related Elements)	110,600		110,600
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	9,600		9,600
Private Project Development			
Subtotal	148,200		148,200
Contingency	22,230		22,230
Design/Testing	17,784		17,784
Total Probable Cost	\$188,214		\$188,214

Figure 6.4: Root Common (South) Redesign (excluding Village Faire Lot Modification)

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$35,400		\$35,400
Hardscape (Paving, Traffic Control, and Related Elements)	102,732		102,732
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	28,300		28,300
Private Project Development			
Subtotal	184,832		184,832
Contingency	27,725		27,725
Design/Testing	22,180		22,180
Total Probable Cost	\$234,737		\$234,737

Figure 6.5: State Street Streetscape and Path (Wauwatosa Avenue to 68th Street, including railroad fencing)

Project Component	Public	Private	Total
Site Acquisition and Preparation	0		0
Hardscape (Paving, Traffic Control, and Related Elements)	\$360,610		\$360,610
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	211,850		211,850
Private Project Development			
Subtotal	572,460		572,460
Contingency	85,869		85,869
Design/Testing	68,695		68,695
Total Probable Cost	\$727,024		\$727,024

Figure 6.6: Red Store Parking Lot

Project Component	Public	Private	Total
Site Acquisition and Preparation	0		0
Hardscape (Paving, Traffic Control, and Related Elements)	\$116,000		\$116,000
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	34,600		34,600
Private Project Development			
Subtotal	150,600		150,600
Contingency	22,590		22,590
Design/Testing	18,072		18,072
Total Probable Cost	\$191,262		\$191,262

Figure 6.7: Reef Site Development

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$30,000		\$30,000
Hardscape (Paving, Traffic Control, Path, and Related Elements)	246,936		246,936
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	79,405		79,405
Private Project Development		\$20,000,000	20,000,000
Subtotal	356,341	\$20,000,000	20,356,341
Contingency	53,451		53,451
Design/Testing	42,761		42,761
Total Probable Cost	\$452,553	\$20,000,000	\$20,452,553

Figure 6.8: Fire House Redevelopment (Including Harmonee Widening and Underwood R1ealignment)

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$124,000	\$200,000	\$324,000
Hardscape (Paving, Traffic Control, and Related Elements)	324,180		324,180
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	86,067		86,067
Private Project Development		10,400,000	10,400,000
Subtotal	534,247	10,400,000	10,934,247
Contingency	80,137		80,137
Design/Testing	64,110		64,110
Total Probable Cost	678,493	\$10,400,000	11,078,494



Figure 6.9: 74th Street Railroad Pedestrian Crossing and Hart Park Lot Path

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$6,400		\$6,400
Hardscape (Paving, Traffic Control, and Related Elements)	242,980		242,980
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	10,667		10,667
Private Project Development			
Subtotal	260,047		260,047
Contingency	39,007		39,007
Design/Testing	31,206		31,206
Total Probable Cost	\$330,259		\$330,259

Figure 6.10: Harwood South Streetscape (excluding Harmonee/Harwood Intersection and Gateway)

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$5,600		\$5,600
Hardscape (Paving, Traffic Control, and Related Elements)	140,450		140,450
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	34,240		34,240
Private Project Development			
Subtotal	180,290		180,290
Contingency	27,044		27,044
Design/Testing	21,635		21,635
Total Probable Cost	\$228,968		\$228,968

Figure 6.11: River Drive Phase One (with connecting path)

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$1,332,000	\$1,332,000	\$2,664,000
Hardscape (Paving, Traffic Control, and Related Elements)	451,136		451,136
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	231,800		231,800
Private Project Development		19,600,000	19,600,000
Subtotal	2,014,936	20,932,000	22,946,936
Contingency	502,040		502,040
Design/Testing	81,952		81,952
Total Probable Cost	2,598,928	20,932,000	23,530,928

Figure 6.11: Blanchard Redevelopment

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$970,025		\$970,025
Hardscape (Paving, Parking Structure,, and Related Elements)	3,664,067		3,664,067
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	141,000		141,000
Private Project Development		17,540,000	17,540,000
Subtotal	4,775,092	17,540,000	\$22,315,092
Contingency	716,264		716,264
Design/Testing	456,608		456,608
Total Probable Cost	\$5,947,963	\$17,540,000	23,487,963

Figure 6.12: Harwood/Harmonie Intersection

Project Component	Public	Private	Total
Site Acquisition and Preparation	\$378,400		\$378,400
Hardscape (Paving, Traffic Control, and Related Elements)	543,216		543,216
Softscape (Landscape, Street Furniture, Public Art, Enhancements)	94,433		94,433
Private Project Development			
Subtotal	1,016,049		1,016,049
Contingency	152,407		152,407
Design/Testing	121,926		121,926
Total Probable Cost	1,290,383		1,290,383



LOCAL FUNDING TOOLS

Building Façade Easements

Historically or architecturally significant buildings fronting North Avenue could qualify for building façade easements. Façade easements are dedicated to the City, protecting the façade from unsympathetic modifications and providing a tax benefit to the donor. In addition, various forms of public financing, including TIF, may be available as a result of permanent public easements. Typically easements dissolve in less than 10 years, returning control back to the private owner.

Business Improvement District (BID)

The State of Wisconsin authorizes municipalities to establish business improvement districts (BIDs) for the promotion, management, maintenance and development of the district (Wisconsin Statutes 66.1109). Districts are restricted to commercial and industrial properties, any structures that are tax-exempt or function exclusively as residences cannot be included in assessments. The State of Wisconsin does not currently specify an assessment formula for municipalities to follow. The majority of BIDs utilize a fee based on the per \$1,000 value of property. Other widely used assessment formulas include assessments based on the frontage foot, or a flat fee for each property within the BID. Establishing special assessments should be reasonable to not deter investment into and around project areas. The plan recommends establishing an East Tosa BID, developed in coordination with the existing Village BID. The City of Milwaukee has established 44 BID's, including the West North Avenue BID (District #16), adjacent to the East Tosa district and extending along North Avenue from 43rd to 60th Streets.

City General Revenues

General revenues, appropriated through the city's annual budget process, can finance services, improvements, facilities and development projects. These appropriations are separate from general revenues devoted to debt service on bonds. Common uses of general revenues in business district development pro-

grams include funding staff and organizational expenses, or projects that can be divided into smaller phases, such as streetscape improvements.

Estate Taxes

Estate taxes are collected by the county and may be used to help finance capital improvements.

General Obligation Bond Issues

General obligation bond issues, typically secured by general city revenues or incremental property taxes, can finance major public projects or improvements. General revenues may include property taxes or local option sales taxes. Appropriate uses for bonds include streets, infrastructure, park and public space projects, and similar improvements.

Land Sale Proceeds

Proceeds from sale of land to development projects could be allocated back to project improvements and acquisition for other redevelopment activities.

Private and Foundation Philanthropy

The Plan provides a variety of opportunities for individual or foundation contributions. Private philanthropy, with appropriate recognition and commemoration, can be important to the North Avenue project. Subdistrict centers provide special opportunities for commemorative features. For additional information about sources of philanthropy and non-profits, contact Donors Forum of Wisconsin at www.dfwonline.org or 414-270-1978.

Revenue Bonds

Revenue bonds are debt instruments that are repaid all or in part from revenues generate by the project or by other associated revenue sources. For example, part of the capital cost of a parking facility may be repaid through parking fees generated by that structure, or other parking facilities in a community. Rev-

enue bonds typically are not secured by the credit of the community.

Tax Increment Financing (TIF)

Local Tax Increment Financing (Local TIF) permits the use of a portion of local property taxes to assist funding the redevelopment of certain designated areas within your community. Projects pay their entire established tax obligation. However, taxes produced by the added value of the property caused by redevelopment or improvements may be used to finance project-related improvements or other public improvements in the district. TIF may be used to pay certain costs incurred with a redevelopment project. Such costs may include, but are not limited to:

- Public improvements and amenities
- Infrastructure improvements and upgrades
- Site improvements and preparation
- Rehabilitation of structure, including adaptive reuse or rehabilitation of private properties.
- Property acquisitions

For additional information on the development of TIF Districts, contact the Wisconsin Department of Revenue at 608-261-5335, or at tif@revenue.wi.gov.

STATE OF WISCONSIN SOURCES

Business Employees' Skills Training Program (BEST)

Established by the Wisconsin Legislature to help small businesses in industries that are facing severe labor shortages upgrade the skills of their workforce, including information technology and child care. Under the BEST program, Commerce can provide applicants with a tuition reimbursement grant to help cover a portion of the costs associated with training employees. For additional information visit [www.commerce.state.wi.us/bd/BD-](http://www.commerce.state.wi.us/bd/BD-BESTprogram.html)

[BESTprogram.html](http://www.commerce.state.wi.us/bd/BD-BESTprogram.html).

Community Development Corporation Grants

The CBED Program is designed to promote local business development in economically distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program also helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. For additional information, visit www.wisgov.state.wi.us/journal_media_detail.asp?locid=19&prid=507

Wisconsin Department of Transportation (DOT), Transportation Economic Assistance (TEA)

The Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state.

Program purpose. The goal of the TEA program is to attract and retain business firms in Wisconsin and thus create or retain jobs. The businesses cannot be speculative and local communities must assure that the number of jobs anticipated from the proposed project will materialize within three years from the date of the project agreement and remain after another four years.

Program description. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must begin within three years, have the local government's endorsement, and benefit the public. The program is designed to implement an improvement more quickly than normal state programming processes allow. The 50% local match can come from any combination of local, federal, or private funds or in-kind services. Applications are first come, first serve, and funded when all eligibility information is

complete and satisfactory.

History. The TEA program began in September 1987. Through March 2008, 66,435 jobs have been directly and indirectly created through the \$74 million invested in grants awarded to 179 communities. About 305 businesses have benefited from the grants. For additional information visit www.dot.wisconsin.gov/localgov/aid/tea.htm.

Wisconsin Department of Natural Resources (DNR), Brownfields Redevelopment Assistance

Brownfield Site Assessment Grant (WDNR) - Eligible local governmental units can be reimbursed up to 80 percent of the costs associated with assessing environmental contamination at Brownfield sites.

The applicant must be a local government unit such as a city, village, town, county, tribe, or redevelopment, community development, or housing authorities.

- The applicant cannot have caused the environmental contamination at the site.
- The party responsible for the environmental contamination must be unknown, unable to be located or financially unable to pay for grant activities.

Funding is divided between small and large grants with 70 percent of funds allocated to small grants (between \$2,000 and \$30,000) and 30 percent allocated for large grants (between \$30,001 and \$100,000). No more than 15 percent of all available funds will be awarded to a single applicant in the fiscal year. At least one application cycle will be offered per fiscal year, if funding is available. This program may be applicable if gas station or similar sites are redeveloped for other uses. For additional information, visit <http://dnr.wi.gov/org/caer/cfa/Grants/SAG.html>

Wisconsin Department of Natural Resources (DNR), Urban Forestry Grants

The DNR offers financial assistance for urban forestry projects that improve a community's capacity to manage its trees. Eligible applicants may be a city, village, town, county, tribal government or 501(c) (3) non-profit organization and joint applicants are encouraged to apply. The urban forestry grant program supports projects that advance a community's urban forestry management program. The grant program is a 50/50 cost-share program where applicants match each grant dollar. Grant awards range from \$1,000 to \$25,000. Application forms are available on the website. Completing and returning Intent to Apply form ensures that you will receive an application.

For additional information, visit <http://dnr.wi.gov/forestry/uf/grants/index.htm>

Wisconsin State Historical Society

Wisconsin State Historical Society offers assistance in seeking funding for historic preservation projects and programs. A database is available to help identify public and private funding sources related to the documentation and preservation of Wisconsin's historic places. Assistance types include grants, low-cost loans and tax credit programs. There are funding programs administered by federal, state and local agencies, as well as by private organizations. Eligibility, application requirements and level of competition vary according to the goals of each grantor. For additional information, visit www.wisconsinhistory.org/hp/funding/

FEDERAL FUNDING SOURCES

Community Development Block Grant

The Community Development Block Grant Program (CDBG) provides funds on an annual basis to cities for activities that principally benefit low and moderate-income residents, prevent or eliminate slums and blight, and meet emergency community

development needs. Wauwatosa is a recipient of CDBG funds, using them for such projects as the senior center, fair housing initiatives, planning, public infrastructure, and small business development assistance through the Wauwatosa Revolving Loan Fund Corporation. Additional information is available on the city's website at wauwatosa.net.

HOME (Home Investment Partnership)

Wauwatosa participates in the Milwaukee County HOME Consortium, which administers the city's annual allocation of program funds. HOME provides block grants to State and local governments to create affordable housing for low-income households. Grants are used to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people, often in partnership with local nonprofit groups. Information is available at the city's website, Wauwatosa.net, or at www.hud.gov/offices/cpd/affordablehousing/programs/home/

Neighborhood Stabilization Program (NSP) (HUD)

The Neighborhood Stabilization Program provides assistance to acquire and redevelop foreclosed properties that might otherwise become sources of abandonment and blight within their communities. Neighborhood Stabilization funds can be used to purchase foreclosed or abandoned homes and to rehabilitate, resell, or redevelop these homes in order to stabilize neighborhoods and stem the decline of property values of neighboring homes.

Recreation Trails Program (RTP)

The Recreational Trails Program offers federally-funded grants through the Federal Highway Administration that are administered by the Wisconsin Department of Natural Resources. Grant funds are to be used for motorized or non-motorized trail development or renovation and preservation. Each project requires a minimum match of 20 percent. Projects must be maintained for a period of 25 years and requests up to \$100,000 are eligible. El-

gible applicants include cities and counties, schools, and private non-profit and for-profit businesses. The proposed trail along the West Bank could be eligible for these funds. For additional information, contact Wisconsin Department of Natural Resources – Northeast Region at 920-662-5487.

Small Business Administration

The Small Business Administration (SBA) has financial assistance program which provide access to debt and equity primarily from banks or other private sources. SBA evaluates each loan application on two levels; the first is for eligibility, which varies by industry and SBA program, and second on credit merits of the application. SBA programs and services support small business owners, connecting businesses to loans, government contracting opportunities, disaster assistance and training programs to help your business succeed. For more information, visit www.sba.gov.

Transportation Enhancements (TE)

The TE program funds projects that increase multi-modal transportation alternatives and enhance communities and the environment. Federal funds administered through this program provide up to 80% of costs for a wide variety of projects such as bicycle or pedestrian facilities, landscaping or streetscaping and the preservation of historic transportation structures. Wisconsin's Bicycle and Pedestrian Facilities Program (BFPF) became part of the TE program in 2008 and shares application, review and selection processes. TE and BFPF are directly applicable to the substantial complete street, bicycle facility, and pedestrian access aspects of the North Avenue concept. Additional information is available at <http://www.dot.wisconsin.gov/localgov/aid/te.htm>.

*Economic Development Investment
Policy*

City of Wauwatosa, Wisconsin

December 2014

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City of Wauwatosa Economic Development Investment Policy

The following policy shall inform all economic development investment programs of, and related decisions made by, the City of Wauwatosa (the "City"), and is to be implemented in a manner consistent with the Wisconsin Statutes.

In this policy, the term "project" means a property for which City economic development investment is requested or provided.

A. POLICY CONSIDERATIONS

1. The City recognizes that creating good-paying jobs, encouraging economic development, removing barriers to investment, and improving value density are desirable public purposes which benefit the entire community. Projects for which City economic development investment is requested will take the following into consideration:
 - a. The likelihood that the project will expand and improve the City's tax base.
 - b. The project's likely benefit to the community from all perspectives, including created or retained jobs, elimination of blight, environmental sensitivity, etc.
2. Wauwatosa is a mature and built-out community. Often the ability to promote additional economic development requires removing barriers to private investment such as contaminated soil and outdated infrastructure and utilities. Urban densities often result in additional costs for such items as structured parking, relocation of existing uses, and transportation alternatives. The City recognizes that to maintain competitive growth, it might need to reduce such costs by providing financial assistance.
3. Because it is not possible to anticipate every project's needs and requirements or the community's ever-changing needs, and because it is necessary to retain the flexibility to respond to all proposed projects, the City reserves the right to approve projects and economic development investment which may vary from the principles and criteria stated in this policy. Specifically, it is important to recognize that the size and impact of individual development proposals may have a significant effect on the determinations made pursuant to this policy.

B. MANDATORY CRITERIA

All persons who request economic development investment must demonstrate, to the City's satisfaction, that their proposed projects will meet the following standards:

1. Financial Needs Test. A substantial likelihood that the proposed project will not go forward without the financial assistance.
2. Economic Feasibility. The project has adequate financing and will be completed in a timely fashion.
3. Minimum City Benefits Threshold. The project is likely to generate the minimum benefits needed for City staff to recommend the project for approval to the City's Community Development Authority ("CDA") and Common Council.

4. Compliance with City Plans. The project will comply with the City's Comprehensive Plan and any other City plans (e.g., Village Plan) for the area in which the project is located.
5. Compliance with Applicable Federal, State, and Local Laws. Such laws include, but are not limited to, tax codes, Chapter 66 of the Wisconsin Statutes, and City ordinances.

C. PROJECT EVALUATION CRITERIA

The project review and evaluation criteria are:

1. Tax Base
 - a. Increase in Tax Base: The net increase in property taxes estimated to be generated by the project in its first full year of operation and its projected life.
 - b. Density and Development Value: The density and development value per acre compared with the value of the existing land use.
2. Land Use
 - a. Compliance with Comprehensive or Other Plans. Whether, apart from any needed services to the community described in Section 5 below, the project is more compatible with the City's comprehensive plan than other permitted uses for the property. For example, the project may involve a "clean" industry (such as a technology or service business), which is preferred over other permitted uses.
 - b. Marginal Property. Whether the project is located on property which needs redevelopment, but is not likely to be developed or redeveloped because of blight or other adverse conditions. For example, property may be so blighted that the cost of making land ready for redevelopment exceeds the property's fair market value.
 - c. Design and Other Amenities. Whether, as a result of the financial incentive, the project will include design or amenity features not required by law. For example, the City may request that the project include landscaping, open spaces, public trails, or sustainability enhancements which serve a public purpose.
3. Jobs and Wages
 - a. New Jobs. The minimum net number of direct full-time equivalent jobs to be created or retained by the project for at least two years from the estimated benefit date.
 - b. Payroll. The minimum annual net payroll (including employer contributions for health benefits) to be generated by the project at the end of the third anniversary date of the estimated benefit date.
4. Impact on Existing and Future Public Investment
 - a. Impact on Infrastructure Investment. Whether and to what extent the project will (1) use existing public infrastructure or (2) require additional public infrastructure investments in transportation or in water, sewer, storm water, or other utilities.
 - b. Direct Monetary Return on Public Investment. Arrangements to be made for the City to receive a direct monetary return on its investment in the project. For example, the economic development investment may be in the form of an interest-bearing loan or may involve a project-sharing arrangement.

5. Economic Development

- a. Leveraged Funds. The amount of private funds that will be applied towards the project's capital cost as compared with the economic development investment requested.
- b. Spin-Off Development. The monetary amount of non-incentivized development that the project is expected to generate in the surrounding area and the need for and likelihood of such spin-off development.
- c. Growth Potential. Based on the recipient's market studies and plans for expansion, whether and to what extent the project is expected, within five years of completion, to be expanded to produce a net increase of full-time equivalent jobs and of payroll, above the minimum net increase in jobs and payroll described in Section 3 above.

6. Quality of Life

- a. Community Services. Whether the project will provide community services or increase the need for such services. For example, the project may provide health services and retail convenience services such as a nearby grocery store, or require additional social services.
- b. Natural Environment. Whether the project will add to, or detract from, our community's natural environment, which is an integral part of the local economy and our quality of life.

7. Other Factors

- a. Depending on the nature of the project, such other factors as the City may deem relevant in evaluating the project and the economic development investment proposed for it.

D. ECONOMIC DEVELOPMENT INVESTMENT PROGRAMS

More specific policies may be adopted for individual economic development investment programs (e.g., tax increment financing policies.)

City of Wauwatosa Tax Increment Financing Program Policy

A. PURPOSE

Chapter 66 of the Wisconsin Statutes gives municipalities the authority to provide tax increment financing (“TIF”) to encourage desirable private development or redevelopment that would not occur without assistance – so-called “but for” financing.

The purpose of this TIF guideline is to guide the City's processing and review of TIF requests and to maximize TIF benefits for all affected taxing jurisdictions (the City, Wauwatosa School District, Milwaukee Area Technical College, Milwaukee Metropolitan Sewerage District, Milwaukee County, and State of Wisconsin). The City's intent is to minimize its risk from, and amount of economic development investment to, a project and to leverage its public dollars to maximize private sector funding.

The City will approve or reject TIF requests on a case-by-case basis, taking into consideration established policies, project criteria, and the project's demonstrated public purpose. Meeting all policy criteria will not guarantee approval of the requested financial assistance. The City reserves its right to approve or deny any request at its sole discretion.

B. PUBLIC PURPOSE OBJECTIVES

The City will consider TIF assistance for projects which demonstrate the likelihood of achieving one or more public purpose objectives. Preference shall be given to those which meet several of the following objectives:

1. Enhancing or diversifying the City's economic base and value density.
2. Encouraging redevelopment of under-utilized properties.
3. Retaining local jobs or increasing the number and diversity of jobs that offer stable employment and attractive wages and benefits.
4. Encouraging additional unsubsidized private (re)development.
5. Removing blight or encouraging (re)development of commercial and industrial areas.
6. Creating a full range of lifecycle housing opportunities.
7. Protecting and revitalizing neighborhood character by removing blight in, or adjacent to, residential areas.
8. Positively affecting current and future infrastructure development, including transportation, storm water, sanitary sewer, and water utilities.
9. Accomplishing other public policy objectives, such as energy conservation, the promotion of quality urban or architectural design, or decreasing capital or operating costs of local government, or any of the following:
 - Using architectural and landscaping techniques that will enable the project's components to blend with the natural environment.
 - Mitigating project impact on the natural environment.
 - Utilizing other LEED-eligible standards.

10. Implementing objectives in the City's comprehensive plan or other plans adopted by the Common Council.
11. The size and impact of individual development proposals may have a significant effect on the determinations made pursuant to this policy.

C. POLICY POSITIONS

1. If the City provides TIF assistance, it will do so primarily through developer-financed methods, to minimize the risk of public participation whenever possible. This is particularly important in situations involving single-site Tax Increment Districts.
2. The City will consider TIF requests for up-front project financing through the sale of bonds or other internal sources on a case-by-case basis, will limit TIF to the highest priority projects, and will require specific and measurable interim milestones prior to disbursement of funds.
3. The City will consider TIF requests only after determining that other possible sources will not generate economic development investment sufficient to complete the project.
4. Except in extraordinary circumstances, the City will not provide economic development investment for projects unless the developer invests a minimum of 20% in the project's equity.
5. The City will consider TIF only for projects with a demonstrated market demand.
6. The City will not use TIF to promote development which would negatively affect any other underlying taxing jurisdiction without that jurisdiction's approval.
7. The City will not provide TIF assistance where it would create an unfair competitive advantage for the assisted project when compared to other projects developed within the City.
8. The City will not provide TIF assistance to developers that cannot adequately demonstrate an ability to complete the proposed project on time and on budget.
9. All TIF assistance shall include a "look back" provision to verify cost estimates. (In other words, where actual costs are below original estimates, the City will share in the savings, and where the rate of return significantly exceeds initial projections, it will reduce the amount of assistance provided.)
10. The City will only provide TIF assistance for tax-exempt uses where those uses are subject to payments in lieu of taxes (known as "PILOTs").

D. PROJECT REQUIREMENTS

All developers requesting TIF assistance must demonstrate that:

1. The project is not financially feasible without the use of the requested TIF.
2. The TIF request complies with the Wisconsin Statutes.

3. The project is consistent with the City's comprehensive plan, land use plan(s), strategic plan, and zoning ordinance.

E. APPLICATION AND APPROVAL PROCESS

1. A developer will commence the process by submitting a Economic development investment Application (Exhibit A) to the City's Development Department.
2. The City staff will review the application and complete the Application Review Worksheet (Exhibits B and C).
3. The City staff will submit results of the Application Review Worksheet to the City's Development Team for review.
4. The Development Team will review the proposal, provide comments, and make a timely advisory recommendation to the Common Council for approval or denial of the request following the developer's submission of a complete application.
5. If advisory approval is recommended, the City staff will prepare all necessary notices, resolutions, and certificates.
6. The CDA will hold public hearing(s) on the proposed project to consider the advisory recommendation(s).
7. The Common Council will approve or deny the request for financing.